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**PENNSYLVANIA
FAIR EMPLOYMENT
PRACTICE COMMISSION**

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**FIRST ANNUAL
REPORT**

**For Period Ending
March 1, 1957**

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Commonwealth of Pennsylvania
George M. Leader, Governor

Department of Labor and Industry
William L. Batt, Jr., Secretary

Pennsylvania Fair Employment Practice Commission
Harry Boyer, Chairman

PENNSYLVANIA FAIR EMPLOYMENT PRACTICE COMMISSION

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FAIR EMPLOYMENT PRACTICE COMMISSION
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WILLIAM H. SYLK

To the Honorable George M. Leader, Governor,
and members of the General Assembly of
the Commonwealth of Pennsylvania.

Sirs:

I have the honor to submit to you the first annual report
of the Pennsylvania Fair Employment Practice Commission.

This report describes (1) the work of the Commission in
investigating and seeking correction of individual cases of dis-
crimination in employment based on race, color, religion, ancestry,
age or national origin, and (2) the Commission's overall educa-
tional program designed to eliminate prejudice among the various
racial, religious and nationality groups in the Commonwealth.

Our report, issued in accordance with Section 7 of Act 222,
covers the period to March 1, 1957.

Respectfully,

A handwritten signature in cursive script that reads "Harry Boyer".

Harry Boyer
Chairman

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A LITTLE BACKGROUND

The history of the organized citizen effort to give Pennsylvania residents the protection of a fair employment practice law dates back to 1945 when the first FEP bills were introduced in the General Assembly.

Over a ten-year period, citizen action continued during each successive meeting of the Assembly until Act 222^{1/} was passed and approved on October 27, 1955.

The big push for the passage of an FEP law picked up momentum with the forming of the State Council for a Pennsylvania FEPC in 1948. The Council, a voluntary association of 49 civic, labor, veteran, church and social service groups, gave organization and direction to the effort to obtain a fair employment practice law.

The need for FEP legislation was demonstrated in a dramatic fashion in the report of the Industrial Race Relations Commission in 1953. The Commission, appointed by Governor John S. Fine in 1952, found that 9 out of 10 business firms in Pennsylvania practiced some form of discrimination against minority groups in the hiring of workers.^{2/}

After Act 222 had been approved, Governor George M. Leader appointed the nine members of the Pennsylvania Fair Employment Practice Commission. On February 21, 1956, the Commissioners were confirmed in executive session of the Senate by unanimous vote of those present.

Members of the Commission were sworn in March 2, 1956 and immediately began the task of making equal job opportunity a reality in Pennsylvania.

GETTING UNDER WAY

In surveying the job ahead of it, the Commission first had to determine the dimensions and scope of its operation.

It was found that there were nearly 38,000 employers of 12 or more persons who were subject to the Act. Their employes numbered more than 3 million. There were more than 3,000 units of state and local government, plus 3,182 school districts. Private employment agencies numbered 276.

^{1/} Act of October 27, 1955, P.L. 744, as amended by the Act of March 28, 1956, P.L. 1354.

^{2/} See "Employment Practices in Pennsylvania", Governor's Industrial Race Relations Commission, February 1953.

The total number of labor union locals was more than 3,000, a number raised even higher with the addition of regional, state and international union groupings.

Obviously, there never would be a staff sufficiently large to deal intimately with each one of these nearly 50,000 different business firms and public and private organizations. However, the Commission decided that it would be possible to attack the problem through units of organization or associations of people which represent these individual concerns.

Another task of the Commission was to set up a system for handling individual complaints of discrimination and to select a qualified staff.

Regulations were drawn up and adopted May 23, 1956. These spell out in detail the step-by-step procedure of the Commission in processing complaints of discrimination in employment.

The man selected by the Commission to serve as Executive Director previously had served in the same post with the State Council for a Pennsylvania FEPC, and had been Field Director for the Pennsylvania Industrial Race Relations Commission. He also had held executive positions in Europe with the Red Cross, Intergovernmental Committee on Refugees and the U. S. Displaced Persons Commission.

The task of interviewing and selecting additional staff members continued during the year, with the Commission checking the qualifications of a total of 113 applicants for various positions. By March 1, 1957, the following positions had been filled:

Executive director, deputy director, general counsel, compliance director, education director, eight field representatives, supervising secretary and four typists and clerks.

Each field representative was given a period of training on beginning work, to insure that all members of the staff have a complete understanding of the procedures used in handling complaints and developing community cooperation in behalf of employment integration.

During the period covered in this report, the Commission also hired three additional staff members to start work after March 1, 1957. They are Frank D. Davis, director of publicity and information; Richard B. Anliot, field representative, and a secretary.

1/ See Appendix I for chart showing organization of FEPC staff.

The personnel appointed during the report year constitute only two-thirds of staff requirements. Depending upon the budget, the Commission will enlist the services of a research director and eight additional field representatives, plus necessary clerical help.

Offices Set Up

Headquarters of the Pennsylvania Fair Employment Practice Commission were established in 1401-03 Labor and Industry Building in Harrisburg. Regional offices to serve the eastern and western areas of the State were set up in Philadelphia in the Orsatti Building, 1234 Locust Street, and in Pittsburgh in the State Office Building, 300 Liberty Avenue.

The Pittsburgh office serves the counties of Allegheny, Armstrong, Beaver, Bedford, Butler, Cambria, Clarion, Crawford, Erie, Fayette, Forest, Greene, Indiana, Jefferson, Lawrence, Mercer, Somerset, Venango, Washington, Warren, and Westmoreland.

The Harrisburg office serves the counties of Adams, Berks, Blair, Bradford, Cameron, Carbon, Centre, Clearfield, Clinton, Columbia, Cumberland, Dauphin, Elk, Franklin, Fulton, Huntingdon, Juniata, Lackawanna, Lancaster, Lebanon, Luzerne, Lycoming, McKean, Mifflin, Monroe, Montour, Northumberland, Perry, Pike, Potter, Schuylkill, Snyder, Sullivan, Susquehanna, Tioga, Union, Wayne, Wyoming, and York.

The Philadelphia office serves the counties of Bucks, Chester, Delaware, Lehigh, Montgomery, Northampton, and Philadelphia.

The smaller number of counties was included in the area served by the Philadelphia office because of the concentration of industry in the Delaware Valley and the greater difficulty of reaching counties in northeastern Pennsylvania from Philadelphia.

In order to provide the maximum amount of service to all residents of Pennsylvania, the Commission worked out "Memorandums of Agreement" with the FEP agencies in the cities of Philadelphia, Erie and Pittsburgh.

The general purpose of these agreements is to eliminate overlapping and duplication of services. In addition, they provide for an exchange of information between the State and local Commissions.

THE APPROACH

The Pennsylvania Fair Employment Practice Act authorizes the Commission to:

1. Eliminate individual cases of discrimination in employment.
2. Eliminate group prejudices, which are the basis of discrimination.

Or, to approach the problem in another way, the Law authorizes the Commission to develop a comprehensive educational program designed to eliminate prejudice against persons or groups because of race, color, religion, national origin, age or ancestry. Then, where acts of discrimination in employment do occur, the Commission is authorized to seek compliance with the Law through conference, conciliation and persuasion, and, if necessary, formal hearings and court action.

The Commission believes that the soundness and efficiency of the FEPC program depends to a great degree on the balance that is maintained between these two processes - the general education program on the one hand, and case or complaint negotiations on the other.

It is to be emphasized that the Commission will operate in such a fashion as to avoid any punitive approach that might result in harrassment of employers.

Details of the Commission's activities in the areas of education and compliance are outlined on the following pages.

EDUCATIONAL PROGRAM

The educational program of the Pennsylvania Fair Employment Practice Commission may be classified under three main headings:

1. Efforts to make all citizens aware of the Law and their responsibilities under the Law.
2. Cooperation in the schools.
3. Activities aimed at reducing group prejudices.

I. THE LAW

Three of the groups most directly affected by Pennsylvania's FEPC Law are employers, employment agencies and labor organizations.

To inform them of their responsibilities, the Commission mailed approximately 75,000 copies of the Law and other pertinent material to employers, labor organizations, employment agencies, governmental unit, school districts and public and private organizations.

The list of items sent out included:

- Official Poster
- The Law
- FEPC Regulations
- FEPC Guide to Employers
- Questions and Answers on the Age Provisions

The Poster

Every Pennsylvania employer, employment agency and labor organization covered by the FEPC Act is required to post a copy of the official poster in a place that is well lighted and customarily frequented by applicants, employees or members.

The poster summarizes the purpose of the Pennsylvania Fair Employment Practice Act, lists practices forbidden by the Law, tells who is covered by the Law and who may file a complaint and where complaints may be filed.

The Law

Copies of the Pennsylvania Fair Employment Practice Act, as amended, provide interested persons with full details of the Law.

Regulations

The regulations adopted by the Commission provide (1) detailed instructions on how complaints should be filed, (2) investigational procedures, (3) rules for conducting hearings, and (4) requirements for posting of the official notice.

Guide to Employers

This publication tells employers what questions asked of job applicants are lawful and which are unlawful under the FEPC Law. It also describes questions that are permissible after hiring.

Questions and Answers on the Age Provisions

The "age" provisions of the FEPC Law went into effect July 1, 1956. Because of the unusually large number of inquiries concerning that part of the Law, this pamphlet was issued to act as a guide to employers, employment agencies, labor organizations and newspapers. The pamphlet answers questions most frequently asked on the age provisions.

Newspaper Features

In addition to regular press, radio and television coverage of the passage and main provisions of Pennsylvania's FEPC Law, special feature articles on the purposes and operation of the Law have been published in newspapers in various parts of the State.

"FEPC Favors 'Friendly Persuasion'" was the heading on a feature in the Reading Times which summed up well the manner in which the Commission operates. The story noted that salesmanship and education, rather than pressure tactics, are being used to enforce the Law.

Release of the pamphlet "Questions and Answers on the Age Provisions" also brought good press coverage.

II. COOPERATION IN THE SCHOOLS

Section 8 of the Pennsylvania Fair Employment Practice Act authorizes the Commission to cooperate with the Department of Public Instruction in preparing a comprehensive educational program, for students and other residents, to eliminate prejudice among the various racial, religious and nationality groups in the State.

Department of Public Instruction

From the beginning of its work, the Commission has received the cooperation of the Department of Public Instruction. As a result, these actions were made possible:

The Director of the FEPC Bureau of Education spoke to several hundred school administrators attending an Education Congress in Harrisburg, October 26, 1956.

The September 1956 issue of the official newsletter of the Department of Public Instruction carried a summary of the Commission's regulations on lawful and unlawful pre-employment inquiries. This was the basis on which school administrators began to revise their application blanks for persons seeking teaching positions.

The Director of the FEPC Bureau of Compliance spoke to the heads of all vocational schools in the State, October 25, 1956.

Conferences with guidance counselors were held in 15 selected counties and cities of the State. Those attending received copies of "The Pennsylvania Fair Employment Practice Law and the Guidance Program of the Schools".

Fair Employment Discussions

In addition, discussions on "Fair Employment and the Schools" were held in 24 counties and four cities in the State.

Counties include Allegheny, Bedford, Bucks, Cambria, Chester, Columbia, Crawford, Dauphin, Delaware, Fayette, Franklin, Huntingdon, Indiana, Juniata, Lawrence, Lehigh, Lycoming, McKean, Mercer, Mifflin, Montgomery, Perry, Snyder, and Union.

Cities in which similar meetings were held are Coatesville, Harrisburg, Johnstown and Reading.

Placement Bureaus

The Executive Director and the Directors of the Bureaus of Compliance and Education, conferred, October 25, 1956, with representatives from 28 of Pennsylvania's 104 authorized degree-granting institutions of higher education, whose placement bureaus are considered as employment agencies under the FEP Act.

In addition, field representatives of the FEPC have held personal interviews with the heads of college placement bureaus, making sure that all of them have copies of the FEP Act and appropriate regulations.

College Audiences

Talks on FEPC have been given to groups of college students. In some cases, the entire student body was the audience. More frequently, classes in social studies or education have heard presentations on FEPC. The Director of the Bureau of Education has addressed student groups at State Teachers Colleges in Clarion, Indiana, Kutztown, Shippensburg, and West Chester, and at these other colleges and universities: Dickinson, Duquesne, Gannon, Lincoln, and Lycoming.

In addition, conferences with faculty members were held at Allegheny College, Elizabethtown College, Millersville State Teachers College, Muhlenberg College, Pennsylvania State University, Temple University, Thiel College, University of Pittsburgh, Ursinus College, and Washington and Jefferson College.

III. REDUCING GROUP PREJUDICES

The educational program of the Commission, in its broadest sense, is aimed at breaking down group prejudices.

This means replacing false notions about various racial and religious groups with figures and facts on how all types of people can live and work in harmony where there is understanding.

Talks

Talks before State-wide and community groups whose views help mold public opinion, are one of the ways in which the Commission has tried to gain wider acceptance of the idea of fair employment practices.

During the year, members of the FEPC staff filled formal speaking engagements before a total of 165 organizations. Included were Chambers of Commerce, State-wide labor organizations, ministerial associations, college and university student bodies, service clubs, and community groups working in the field of human relations.

Statistics on group contacts follow:

<u>Type of Organization</u>	<u>Number of Talks</u>
Employer groups	19
Employment agency groups	8
Labor organizations	6
Governmental units	37
Press and radio groups	3
Church groups	4
School and college groups	48
Service clubs	10
Civic and community groups	24
Miscellaneous	<u>6</u>
Total	165

Literature

Attractive pieces of literature also have been found helpful in gaining public awareness and acceptance of the FEPC Law.

In addition to the official literature distributed, a two-color pamphlet entitled "F.E.P.C. and the Cost of Discrimination" was made available to groups and individuals. The pamphlet, prepared from statistical data

compiled by Elmo Roper & Associates, and copyrighted by the Anti-Defamation League of B'nai B'rith, carried the name and address of the Pennsylvania Fair Employment Practice Commission on the back page.

Specialized material prepared included "The Pennsylvania Fair Employment Practice Law and the Guidance Program of the Schools", along with a list of discussion questions. These were used in conferences and talks with school guidance counselors.

Films

Copies of the film, "For Fair Play", have been distributed by the Commission to groups which have requested use of the movie.

GETTING DOWN TO CASES

The job of processing complaints is an exacting one.

To the complainant who believes that he has been refused work or fired from a job because of his race, religion, national origin, or age, the process undoubtedly seems slow and overly cautious.

However, the Commission feels that widespread public approval of its work will depend, to a large extent, on its ability to demonstrate that the rights of employers, as well as workers, are fully protected by the Law.

For this reason, field representatives are instructed to gather complete and detailed information about all aspects of a case alleging discrimination in employment.

How It's Done

From the person who makes the complaint, the interviewer gathers this kind of information:

Chronological sequence of events and names and addresses of all persons involved in the unlawful employment practice.

"How and when did you learn that this job was open?"

"How and when did you apply?"

"What particular job did you ask for and who interviewed you?"

"Did you fill out an application form or take any tests?"

"Were there any witnesses?"

Personal background where pertinent.

Educational background and special training.

Employment record, including salaries, titles, duties, names and addresses of former employers and reason for leaving previous jobs.

The field representative also records the complainant's appearance and attitudes.

Once the field representative has been assigned a case, he then must determine (1) whether an adequate description of the specific incident of discrimination is included in the complaint, and (2) whether there is adequate

- information about the person making the complaint which might have entered into a judgment of personality and other job qualifications.

In cases where it is necessary, the field representative consults various records or contacts previous employers to verify the training and experience claims of the person who has filed the complaint.

More Facts

The next step in the investigation is for the field representative to visit the employer or person against whom the case has been filed and to secure information such as the following:

Whether the individual's application form for a specific job is on file.

Whether a job opening existed at the time of application.

What the requirements are in terms of training and qualifications for the job.

Whether there are any discrepancies between the qualifications which the individual presented to the Commission and those which he presented to the employer.

What procedure was used, if any, to verify the training and experience claims of the person who got the job.

Whether the same procedures were used in respect to the unsuccessful applicant.

Whether the employer considers the person who made the complaint qualified for the job, and, if not, on what considerations he bases his decision.

The field representative also must try to determine whether there seemed to be factors other than the stated qualifications which entered into the selection.

Furhtermore, in judging the employer's overall employment policies, such facts are gathered as:

Number of employes of minority groups on the company's payroll and their distribution throughout the job classification.

Sources used in recruiting new workers.

During his conference with the employer or other person charged with discrimination, the field representative must determine (1) whether there are factors which indicate discrimination as defined by the FEP Law, and (2) whether to try for an immediate settlement or to arrange a further meeting.

Often it is possible to negotiate an immediate settlement on the initial visit of the field representative.

In cases where this does not happen, further conferences, conciliation and persuasion are used.

Only when all these measures fail would the Commission proceed with a formal hearing.

In the period covered by this report, the Commission did not find it necessary in any case to proceed beyond the conciliation stage. No formal hearings have been held or scheduled.

THE SCOREBOARD

Now, what is the score to date on fair employment practice cases and results? What types of cases has the Commission investigated, and what has been the outcome?

Cases handled from March 1, 1956 to March 1, 1957 totaled 144. The figure includes all cases filed since the enactment of the Pennsylvania Fair Employment Practice Act.

The basis of complaints and the number of each type are shown below:

<u>Basis of Complaint</u>	<u>Number of Cases</u>
Race or color	42
Religion	10*
National origin or ancestry	7*
Age	15
Other:	
Discriminatory advertisements	37
Illegal application forms	31
Miscellaneous	<u>8</u>
Total	<u>76</u>
	150*
Adjusted total	144

* In 6 cases the charge of discrimination was based on both religion and national origin.

From the outset of its work, the Commission anticipated comparatively few formal complaints from individuals.

The number of cases filed by persons who feel they have been discriminated against may increase slightly as confidence in the administration of the law develops, but the Commission recognizes that the complaint or case

approach to the problem of discrimination in employment is but secondary to the educational work undertaken in behalf of integration in employment.

Target of Complaints

The Pennsylvania FEPC Law says that complaints may be filed against (1) employers of 12 or more including state and local governmental units, (2) employment agencies, (3) labor organizations, and (4) others who hinder compliance with the Law.

This is how cases received from March 1, 1956 to March 1, 1957 were classified on that basis:

<u>Type of Respondent</u>	<u>Number of Cases</u>
Employer:	
Private	80
Public	<u>21</u>
	101
Employment agency	9
Labor organization	4
Other:	
Newspapers	26
Miscellaneous	<u>4</u>
	30
Total	144

Newspapers and employers alike, are held responsible for the printing of "Help Wanted" advertisements that violate the FEPC Law by stating a preference, limitation, specification or discrimination based upon race, color, religion, ancestry, age or national origin.

The Commission's experience has been that newspapers throughout the State, when informed that such advertisements are unlawful, have stated immediately that their staff members would be informed not to accept any restrictive advertisements in the future.

Who Filed Them?

The Law states that FEP cases may be filed by (1) an individual claiming to be aggrieved, (2) the Pennsylvania Fair Employment Practice Commission, (3) the Attorney General of Pennsylvania, or (4) an employer whose employees hinder or threaten to hinder compliance with the Law.

The origin of cases from March 1, 1956 to March 1, 1957 follows:

<u>Party Filing Cases</u>	<u>Number of Cases</u>
Aggrieved persons	68
Commission	76
Attorney General	0
Employer	<u>0</u>
Total	144

Aggrieved persons were those individuals who felt that they had been denied jobs, fired or otherwise subjected to unfair employment practices because of their race, religion, age or national origin.

All but 10 of the cases initiated by the Commission itself, involved discriminatory newspaper advertisements or job application forms which included unlawful pre-employment inquiries.

Where Were They Filed?

On a geographical basis, the origin of cases by regions of the State follows:

	<u>Number of Cases</u>
Region I (Pittsburgh Office)	41
Region II (Harrisburg Office)	45
Region III (Philadelphia Office)	<u>58</u>
Total	144

The Results

"Discrimination Found and Adjusted" was the tag put on 31 cases closed by the Commission during its first year of operation.

Another 25 cases were closed on the basis that no discrimination had been found or that the specific charge of discrimination had not been proved.

Eleven cases were closed because of lack of jurisdiction, and seven other cases were closed when the persons who filed the cases failed to proceed (did not furnish necessary records, did not show up for interviews, etc.) or withdrew their complaints.

As of March 1, 1957, 35 cases had been investigated and were awaiting Commission action. Investigation of an additional 41 cases still was under way.

The chart below shows the disposition of cases from March 1, 1956 to March 1, 1957, according to the basis of complaint.

<u>Disposition of Cases</u>	<u>Basis of Complaint</u>					<u>Totals</u>
	<u>Race or Color</u>	<u>Religion</u>	<u>National Origin or Ancestry</u>	<u>Age</u>	<u>Other</u>	
Discrimination found and adjusted	1	0	0	1	29	31
Specific charge of discrimination not found	4	7	6	5	3	25
Lack of jurisdiction	4	0	0	3	4	11
Complainant failed to proceed or withdrew	1	0	0	2	4	7
Awaiting action by Commission	11	3	1	3	17	35 <u>1/</u>
Under investigation	<u>21</u>	<u>0</u>	<u>0</u>	<u>1</u>	<u>19</u>	<u>41</u>
Totals	42	10 <u>2/</u>	7 <u>2/</u>	15	76	150 <u>2/</u>
Adjusted Total						144

1/ The size of this figure resulted partially from the fact that other business prevented the Commission from acting on any cases recommended for closing in February 1957, the final month included in this report period.

2/ In 6 cases the charge of discrimination was based on both religion and national origin.

COMMUNITY PROJECT PLAN

One of the most perplexing problems is that of developing an understanding of the fact that employment discrimination cannot be solved solely or principally on the basis of complaints filed by individuals who feel they have been acted against because of their race, religion, national origin or age. Very few persons see fit to file complaints, however aggrieved they may feel. None of the State commissions, whether long or briefly at work in the field of human relations, receive more than a handful of complaints, comparatively speaking.

For instance, New York State had only 2,946 cases in 10 years. Of this number, 1,298 were found to be without basis of fact. Yet employment discrimination has continued, particularly in connection with up-grading and salaried and supervisory positions.

The chief problem encountered by any commission then, is to obtain understanding and assistance in the matter of reducing prejudices and discrimination through cooperative compliance. This is a method of dealing with discrimination on a community-wide and industry-wide project basis. It is a technique through which all parties concerned are led to assume their responsibilities in overcoming the obstructions which block the general integration of workers, even though individual complaints have not been filed.

Therefore, the Commission has given much consideration to the development of a community project plan, involving both the Bureau of Education and the Bureau of Compliance.

Here's the Outline

The plan, briefly, is this:

A community is selected, on the basis of certain employment practices that are apparent, and where individuals or organizations in that area request help in opening up job opportunities to workers from minority groups.

The next step is to secure basic information about the community. Groups such as the Chamber of Commerce and the local office of the Pennsylvania State Employment Service may be contacted for information on the overall employment picture.

Next, figures are obtained on population, industrial growth, average income, major industries and number of employed males and females.

Then, to gain a better understanding of customs and traditions regarding employment of minority workers in that particular area, interviews are conducted among a cross-section of community leaders who can put their fingers on the places where a start can be made in integrating minority workers.

Once all these facts are pieced together, a plan of action is outlined, depending upon the particular needs of the community.

Further information is assembled through interviews with all persons and agencies who are responsible for any phase of the particular employment problem. A step-by-step picture of the entire operation then is compiled.

Next, possibilities of the project are discussed with a number of "key people" in the community, chosen on the basis of their probable relationship to the project and what they can be expected to do in moving it forward.

Afterwards, those persons closely involved in the problem are brought together and the general picture of the situation is outlined. Those present are asked to verify the findings of the Commission and to discuss ways of eliminating the problem. The FEP representative seeks statements of cooperation in carrying out the project.

In addition, those present are asked for the names of other persons whom they feel have an interest in solving the problem. These persons then are contacted and their assistance requested.

Finally, the individuals or groups who originally requested the project, are brought up to date on the Commission's activities and a public meeting is arranged at which a report of all significant findings is given. The whole community, then, has a blueprint for making better use of the skills of its workers, based strictly on their ability to handle the job.

A Specific Situation

Advantages of the community project plan, compared to the individual approach, are illustrated very well in this resume of a situation found in a fairly large Pennsylvania city:

The Commission was informed that opportunities for Negro high school graduates in the commercial field were almost non-existent.

A concerned group in the community pointed out (1) that, with minor exceptions, no Negroes in the town were employed in the clerical or sales field, (2) Negroes who graduated in the commercial course were forced to go to Philadelphia, Baltimore and Washington for Federal secretarial jobs in order to make use of their education, and (3) retail stores advertised regularly for sales persons; both Negro and white high school graduates applied, but none of the Negroes were hired. No Negroes were employed in white collar jobs in banks, factory offices or public utility offices.

The picture then - no formal complaints, but widespread discrimination in employment.

What the Commission found upon completion of a great deal of investigative work and a large number of interviews, was this:

Although a majority of the city high school's commercial students from the previous year found jobs in the commercial field, only one of 11 Negro graduates of the commercial course was employed in that field - actually in a semi-clerical job.

The school said it did not have a policy of discrimination. It said no Negro students had been enrolled in its work training program because none had been eligible.

Employers who cooperated with the school in the work training program expressed a willingness to accept Negro students, but said none ever had been referred to them.

Negro students had been eligible, scholastically, to take part in the work training program, but had failed to sign up for the program or to obtain consent forms from their parents.

An effort was put in motion to gain the understanding of minority parents in encouraging their children to engage in the work training program and to compete for available jobs in their own community.

This project still was underway at the close of the current report period. Certain corrective measures appeared obvious. However, an overall blueprint for integrating Negro graduates in the commercial field still remained to be worked out by the original concerned group, and the groups involved in one phase or another of the employment picture. The Commission feels that its responsibility to the community is not fulfilled until this is done.

COUNSELING EMPLOYERS

Another service provided by the Commission is counseling employers who ask for help in integrating new groups of workers into their plant or office forces.

The Commission is able to (1) provide factual information on the satisfactory handling of the same situation by other employers, (2) work with management in developing a plan geared to the needs of the particular company, and (3) lend assistance when the new workers first go on the job, in order to insure a smooth and satisfactory transition.

RESEARCH

Although a research director has not yet been secured, a great deal of work is cut out for him.

The Commission realizes that a single company may be placed at a disadvantage, when by virtue of a specific complaint, it is the sole object of an investigation in the face of a condition that may be prevalent throughout a whole industry.

Improvement in integration can be achieved more effectively as a result of investigation and research into an industry where discrimination obviously exists, but where individual formal complaints may or may not have been filed.

In other words, instead of dealing in sporadic complaints only, a thorough research job, done on an industry-wide basis, will mean that the problem can be approached comprehensively, and that the Commission can sit down with representatives of a particular industry with greater expectation of overcoming obstacles to full employment integration.

AN OVERALL VIEW

In addition to the Pennsylvania Fair Employment Practice Commission, there are full time staffed FEP agencies in the cities of Philadelphia, Erie and Pittsburgh. Although full details of the work of these agencies are carried in their annual reports, a summary of all cases from the past year is included here to provide an overall view of the employment picture in Pennsylvania.

SUMMARY OF FAIR EMPLOYMENT PRACTICE CASES IN PENNSYLVANIA IN 1956*

<u>Commission</u>	<u>Allegation</u>					<u>Total</u>
	<u>Race</u>	<u>Religion</u>	<u>National Origin</u>	<u>Age</u>	<u>Other</u>	
Pennsylvania	42	10 ^{1/}	7 ^{1/}	15	76	150 ^{1/}
Philadelphia	77	10	6	0	6	99
Pittsburgh	38	1	1	0	0	40
Erie	<u>6</u>	<u>0</u>	<u>0</u>	<u>0</u>	<u>0</u>	<u>6</u>
Total	163	21	14	15	82	295 ^{2/}
Adjusted Total						289

* Calendar year or fiscal year incorporating largest part of 1956, where different.

1/ Discrimination on account of religion and national origin was charged in 6 cases.

2/ Figure includes 6 duplications from Pennsylvania total.

SUMMARY OF FAIR EMPLOYMENT PRACTICE CASES
IN PENNSYLVANIA IN 1956*

Disposition of Cases

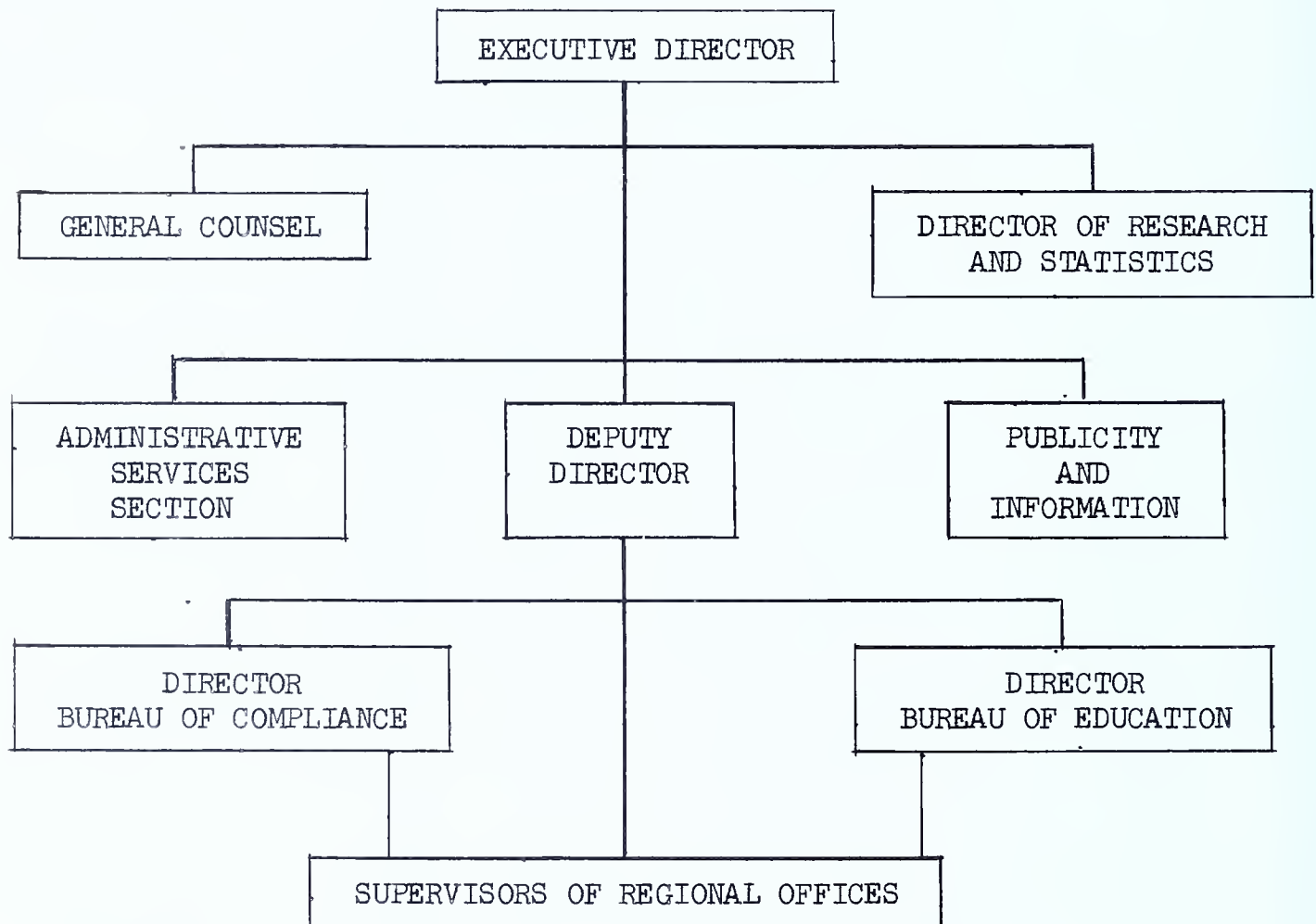
Agency	Discrimina- tion Found and Adjusted	Specific Charge Not Proved but Other Discrimin- ation Found	Dismissed; Discrimina- tion Not Found	Complainant Withdrawn or Failed to Proceed	Lack of Juris- diction	Case Pending or Under In- vestigation	Total
Pennsylvania	31	0	18	8	11	76	144
Philadelphia	33	0	78	6	0	27 ¹ / ₁	144
Pittsburgh	17	1	10	2	2	8	40
Erie	<u>2</u>	<u>2</u>	<u>1</u>	<u>0</u>	<u>0</u>	<u>1</u>	<u>6</u>
Total	83	3	107	16	13	112	334

* Calendar year or fiscal year incorporating largest part of 1956, where different.

1/ This was the number of cases pending at the close of the year. The number of cases pending at the start of the year was 45. This resulted in a larger number of cases being closed than received during the year.

ADMINISTRATIVE LINES OF CONTROL

PENNSYLVANIA FAIR EMPLOYMENT PRACTICE COMMISSION



**PENNSYLVANIA
FAIR EMPLOYMENT
PRACTICE COMMISSION**

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**SECOND ANNUAL
REPORT**

MARCH 1, 1958

P 38.14
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Commonwealth of Pennsylvania
George M. Leader, Governor

Department of Labor and Industry
William L. Batt, Jr., Secretary

Pennsylvania Fair Employment Practice Commission
Harry Boyer, Chairman



COMMONWEALTH OF PENNSYLVANIA
DEPARTMENT OF LABOR AND INDUSTRY
FAIR EMPLOYMENT PRACTICE COMMISSION
HARRISBURG

ELLIOTT M. SHIRK
EXECUTIVE DIRECTOR

COMMISSIONERS

HARRY BOYER
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MATTHEW H. McCLOSKEY III
EDWARD G. PETRILLO, Esq.
DR. JESSE D. REBER
MRS. FLORENCE REIZENSTEIN
WILLIAM H. SYLK

To the Honorable George M. Leader, Governor,
and members of the General Assembly
of the Commonwealth of Pennsylvania

Sirs:

I have the honor to submit to you the Second Annual Report of the
Pennsylvania Fair Employment Practice Commission.

This report describes (1) the work of the Commission in
investigating and adjusting cases of discrimination in employment based
on race, color, religion, ancestry, age and national origin,
and (2) the Commission's overall educational program designed to
eliminate prejudice among the various racial, religious and nationality
groups in the Commonwealth.

Our report, issued in accordance with Section 7 of P.L. 744 of
1955, covers the period from March 1, 1957 to March 1, 1958.

Respectfully,

Harry Boyer

Harry Boyer
Chairman

FOREWORD

This is a report to the people of Pennsylvania on the second year of operation of the Pennsylvania Fair Employment Practice Commission. It covers the period from March 1, 1957 to March 1, 1958.

The Commission is a nine-member bi-partisan group of citizens representing a cross-section of residents of Pennsylvania. It meets monthly to set policy and to oversee the work of the professional staff which processes complaints and carries out its recommendations. The budget approved for the Pennsylvania Fair Employment Practice Commission by the Legislature for the biennium June 1, 1957 through May 31, 1959 compelled the Commission to dismiss 11 of its 23 staff members, and to close its regional offices in Philadelphia and Pittsburgh.

The purpose of this report is to tell, briefly, what the Commission did in this past year to carry out the intent of the Pennsylvania Fair Employment Practice Act.

This is what the Declaration of Policy in the Act says:

"It is hereby declared to be the public policy of this Commonwealth to foster the employment of all individuals in accordance with their fullest capacities regardless of their race, color, religious creed, ancestry, age or national origin, and to safeguard their right to obtain and hold employment without such discrimination."

The Commission, then, has two main jobs:

- (1) to adjust individual cases of discrimination in employment (enforcement of the law), and
- (2) to eliminate prejudice among different groups of people in the state, thus helping to lessen the number of acts of discrimination in the future (education).

COMPLIANCE

The Commission handled 196 cases during the past year -- 36 per cent more than in the previous year when there were 144 cases. This brought to 340 the total number of cases filed in the Commission's first two years of operation.

The typical case investigation involves at least a dozen personal interviews, letters, telephone calls, record checks, conferences and meetings. A number of cases required 40 or more such steps.

Staff activities which lend themselves to statistical measurement were:

Telephone calls	3,594
Letters and memorandums written	2,958
Personal contacts	
In the office	444
In the field	1,368

The following charts will disclose the nature and disposition of the cases handled.

CHART I

Basis of Complaints in Current Year

Per Cent

100

90

80

70

60

50

40

30

20

10

Number
of cases

91

49

32

14

5

3

2

Race or color
46%

Unlawful advertisement
25%

Unlawful application form
16%

Age
7%

Other
3%

National origin
2%

Religion
1%

Number of cases in current year: 196
Number of cases in two years: 340

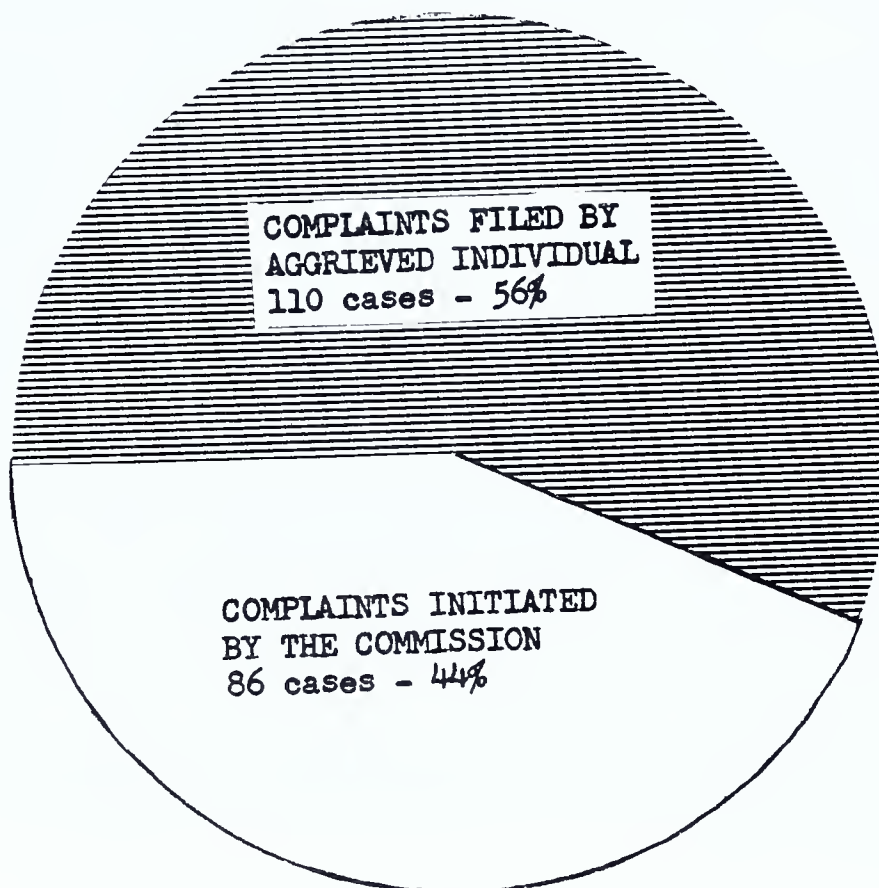
CHART II

Kind of Discrimination Charged

<u>Alleged Discriminatory Act</u>	Number of Cases Current Year	Number of Cases Two Years
Refusal to hire	59	90
Dismissal	19	44
Conditions of employment	19	24
Unlawful pre-employment inquiry	29	60
Employment agency refusal to serve	1	1
Employment agency refusal to refer	12	16
Employment agency illegal inquiry	5	6
Union membership withheld	0	0
Other union discrimination	3	7
Unlawful advertising by newspaper	26	52
Unlawful advertising by advertiser	22	34
Other discrimination	1	6
Total	196	340

CHART III

By Whom Complaints Were Filed



Number of cases in current year: 196

Number of cases in two years: 340

CHART IV

Against Whom Cases Were Filed

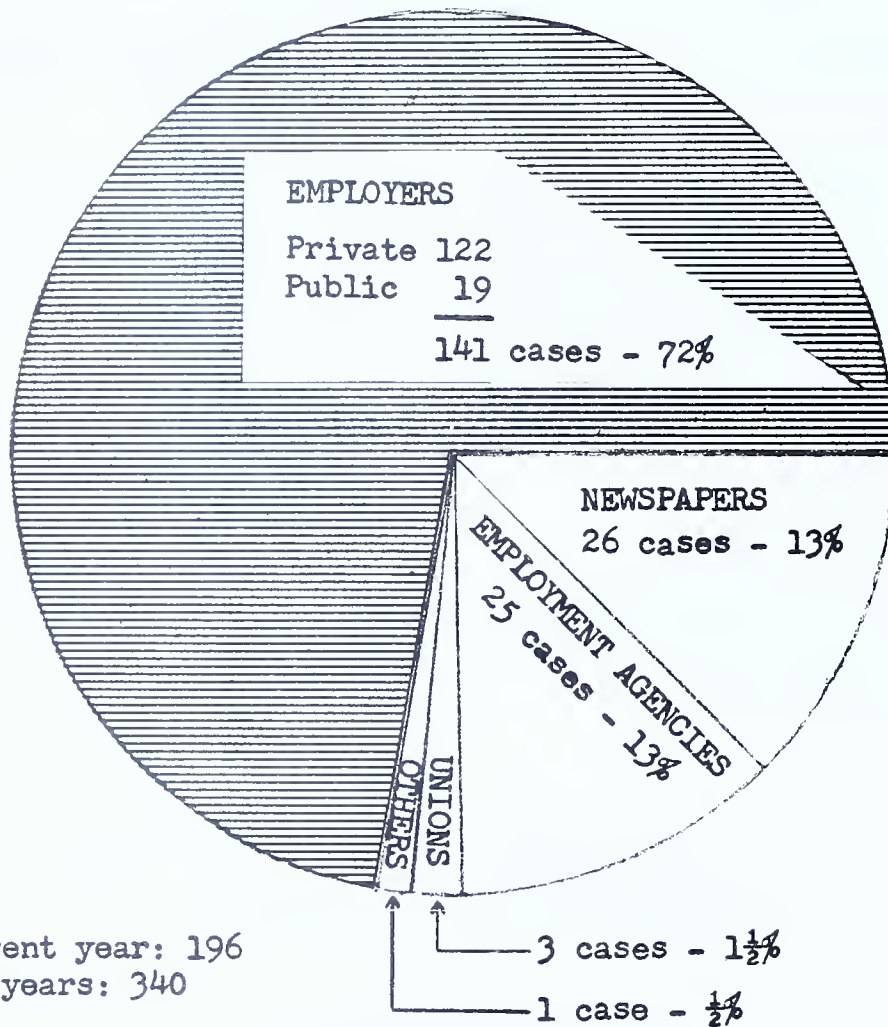
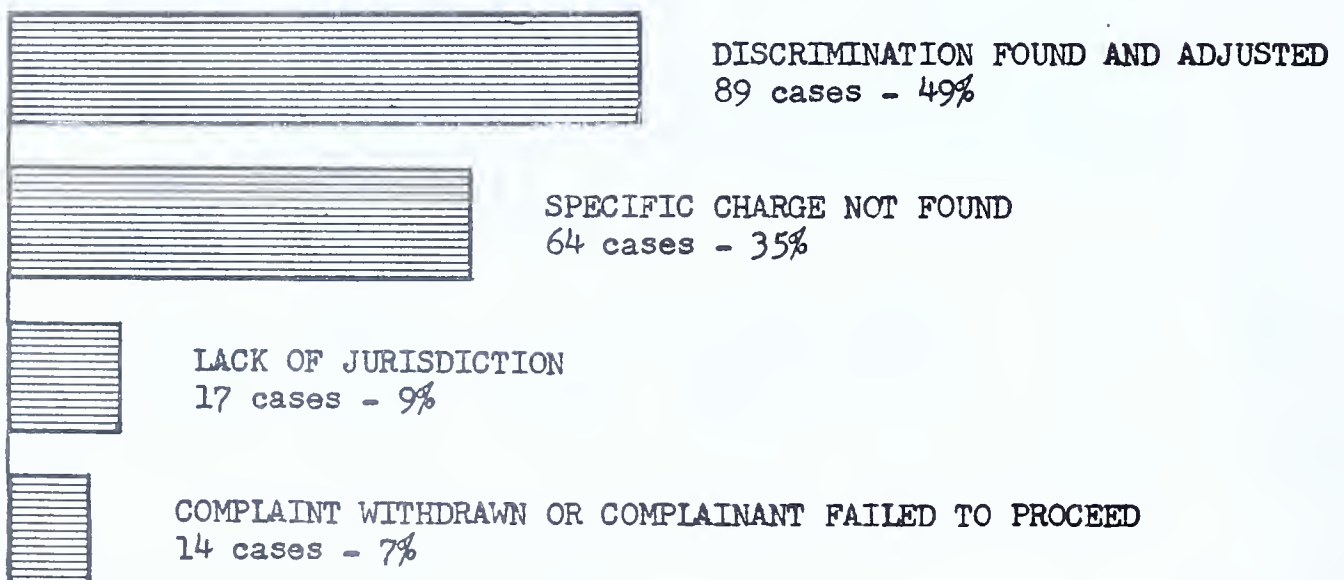


CHART V

Disposition of Complaints



Cases closed in current year: 184
Cases closed in two years: 252

EDUCATIONAL ACTIVITIES

This phase of the program has embraced six major efforts:

1. The Commission's community project activities
2. Cooperative work with the Department of Public Instruction
3. Special projects
4. Speaking engagements, conferences and film showings
5. Distribution of literature
6. Publicity efforts

The thing that all have in common is their purpose: to bring about employment of persons strictly on merit, to reduce prejudice and to help people understand how FEPC works to improve the welfare of all Pennsylvanians.

1. Community Projects

The Commission decided on the community project approach as the best way to bring about real and lasting improvements in the employment pattern of different areas of the State. This approach concentrates staff activity in a given area in an effort to awaken a community to the problem and to create an atmosphere of thought which can voluntarily eliminate discrimination in employment.

The difficult job of staff members is to analyze conditions of employment in the given area, to determine the "sore spots", and then to find and bring together the responsible leadership, including representatives from industry, labor, church, school and civic groups, in an effort to have this community leadership find the proper ways and means of correcting the unfair practices in employment. Eventually, the project envisions the creation of permanent advisory councils consisting of such community leaders, who will be assisted in every way possible by the Commission's staff.

In the period covered by this report, 749 contacts with individuals and organizations were made in the Johnstown project, which was started the previous year. Also, a second community project was begun in Chester, where 237 contacts have thus far been made. The Commission has authorized the establishment of advisory councils in both of these communities and has approved bylaws for such advisory councils.

Requests for similar projects were received from concerned groups and individuals in 19 other communities, but action thereon could not be taken due to staff and budget limitations.

2. Cooperation with the Department of Public Instruction

The Commission worked closely with the Department of Public Instruction and this cooperation was manifested particularly in two special projects during the report year.

The first project was the distribution of FEPC recommendations to delegates to the Governor's Conference for Improving Education January 28 and 29. Chairman Boyer also presented the Commission's views at a planning session which preceded the Conference.

The second project involved the issuance by the Department of Public Instruction of a bulletin urging school administrators to contact the Fair Employment Practice Commission for help in solving any problems relating to merit employment.

3. Special Projects

The Commission engaged in two types of special projects during the period covered by this report.

One type of special project dealt with the survey of industries, as follows:

1. The principal dairy companies in the Pittsburgh area were surveyed to determine the extent to which racial, religious and nationality groups were employed. The findings of this survey will be shared with representatives of these companies.
2. A survey of the employment pattern of Western Electric Company in Allentown, and of unused skills in the area was made at the request of the Company. This resulted in effecting an integrated employment pattern at this plant, with five Negroes being hired for production line work on electronic equipment.

The second type of special project involved assistance to other departments of State Government in accordance with the provisions of Section 8 of the Act, as follows:

1. In planning for and participating in the Governors' Conference on Civil Rights in New York City during December, 1957;
2. In helping to plan and carry out the National Conference for Human Rights in Philadelphia during February, 1958, and
3. In meeting with and cooperating with the newly-created Division on Civil Rights in the Department of Justice of Pennsylvania.

4. Speaking Engagements and Film Showings

A summary of group contacts for the year follows:

<u>Type of Organization</u>	<u>Number of Meetings</u>
Employer associations	13
Employment agency groups	7
Labor organizations	8
Governmental units	8
Press, radio and television groups	4
Church groups	21
School and college groups	28
Service clubs and fraternal groups	19
Civic and community groups	66
Total	174
For both years	339

A film, "The FEPC Law and You", was produced by the Commission and made available free of charge to interested groups.

Copies of two other films, "For Fair Play" and "Commencement", were circulated by the Commission and shown to 22 audiences.

Discussion guides were supplied by the Commission at these film showings.

5. Distribution of Literature

More than 45,000 pieces of literature were distributed to persons subject to the Pennsylvania Fair Employment Practice Act and to interested persons throughout the state. Included were copies of a new pamphlet entitled "You and Civil Rights in Pennsylvania", plus these standard items:

- Pennsylvania Fair Employment Practice Act
- Regulations of the Pennsylvania Fair Employment Practice Commission
- Guide to Employers, Employment Agencies and Labor Unions
- Defining Proper and Improper Pre-Employment Inquiries
- Questions and Answers on the Age Provisions
- Official Poster
- Pamphlet, "FEPC and the Cost of Discrimination"
- Program Kits and display materials
- Digest of Legal Opinions

6. Publicity Efforts

The Commission issued press releases when warranted, placed 5,000 car cards in vehicles of public transportation and distributed three information bulletins to a selected mailing list.

CONCLUSION

The growing interest in civil rights, and the public's awareness that discriminatory practices do exist, definitely helped to create a better climate in which to adjust problems of discrimination in employment. This same concern makes it imperative for the Commission to keep pace with the increasing demand for its services.

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**PENNSYLVANIA
FAIR EMPLOYMENT
PRACTICE COMMISSION**

**THIRD ANNUAL
REPORT**

MARCH 1, 1959



Commonwealth of Pennsylvania
David L. Lawrence, Governor

Department of Labor and Industry
William L. Batt, Jr., Secretary

Pennsylvania Fair Employment Practice Commission
Harry Boyer, Chairman

PENNSYLVANIA FAIR EMPLOYMENT PRACTICE COMMISSION
1401 Labor and Industry Building
Harrisburg, Pennsylvania

Telephone: Cedar 8-5151, Extension 3679

CHAIRMAN
HARRY BOYER

EXECUTIVE DIRECTOR
ELLIOTT M. SHIRK



COMMONWEALTH OF PENNSYLVANIA
DEPARTMENT OF LABOR AND INDUSTRY
FAIR EMPLOYMENT PRACTICE COMMISSION
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DR. JESSE D. REBER
MRS. FLORENCE REIZENSTEIN
WILLIAM H. SYLK

Honorable David L. Lawrence
Governor

Honorable Members of the
General Assembly

Sirs:

I have the honor to submit to you the Third Annual Report of the Pennsylvania Fair Employment Practice Commission.

This report outlines the work of the Commission in investigating and adjusting complaints of discrimination in employment because of race, color, religion, ancestry, age and national origin, and in planning and carrying out an educational program to eliminate prejudice among the various racial, religious and nationality groups in the Commonwealth.

Our report is issued in accordance with Section 7 of P.L. 744 of 1955 and covers the period from March 1, 1958 to March 1, 1959.

Respectfully,

A handwritten signature in cursive script that reads "Harry Boyer".

Harry Boyer
Chairman

FOREWORD

"It is hereby declared to be the public policy of this Commonwealth to foster the employment of all individuals in accordance with their fullest capacities regardless of their race, color, religious creed, ancestry, age or national origin, and to safeguard their right to obtain and hold employment without such discrimination."

-- Declaration of Policy Pennsylvania Fair Employment Practice Act

The Pennsylvania Fair Employment Practice Commission is a non-partisan administrative unit in the Department of Labor and Industry. Its job is to enforce the provisions of the Pennsylvania Fair Employment Practice Act.

Pennsylvania's FEPC Law prohibits any type of discrimination in employment because of race, color, religion, ancestry, age or national origin. The Commission was created to turn the theory of the Law into practice, to guarantee that no resident of the State is denied employment opportunities because of the color of his skin, his religious beliefs, where he or his parents were born or the date of his birth.

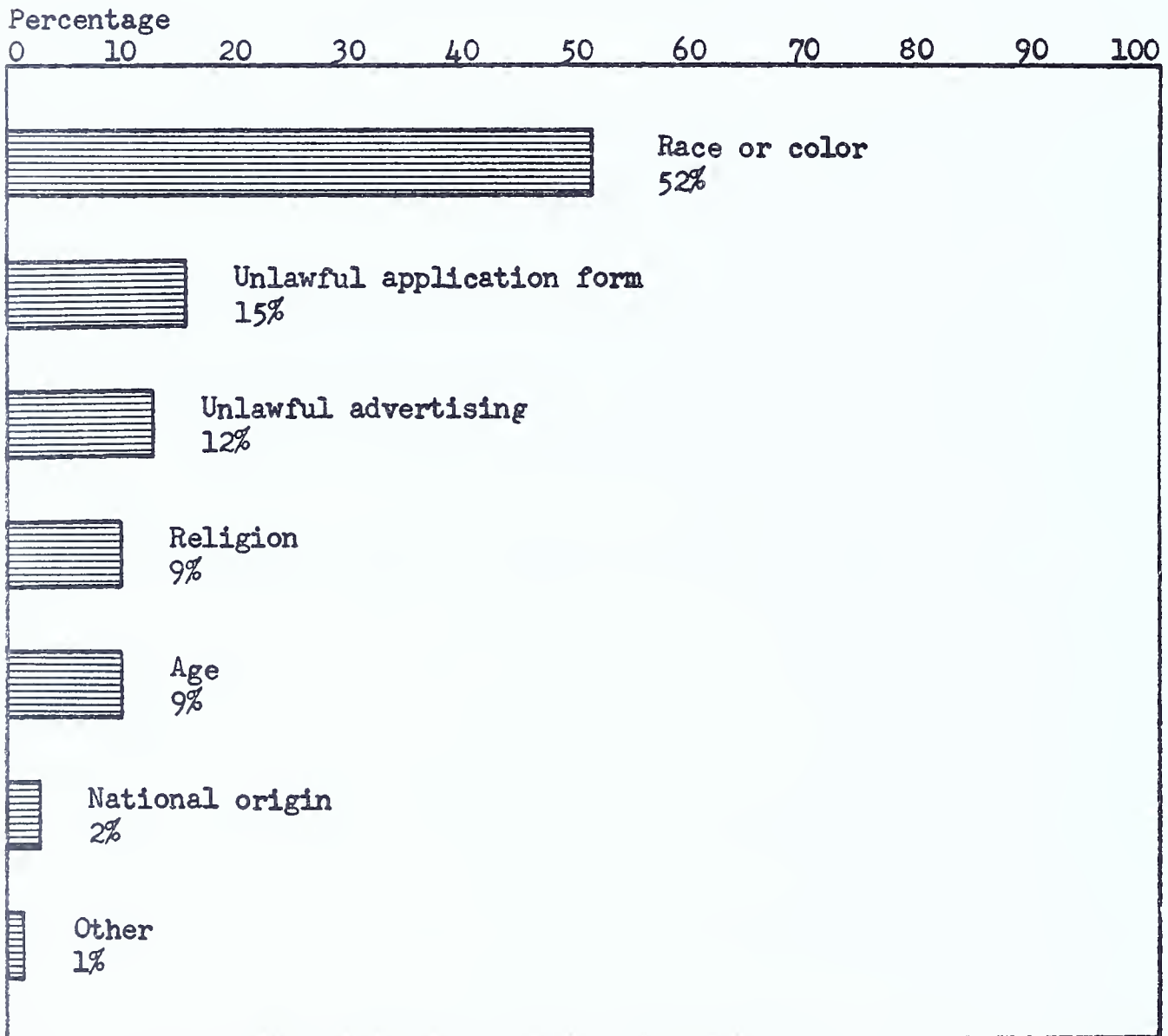
This is a report of the Commission's activities during the past year in carrying out this responsibility.

COMPLIANCE

The Commission docketed 191 cases during the past year. With 144 cases filed the first year of operation and 196 the second, the total case docket on March 1, 1959 stood at 531.

The basis of complaints filed in the year covered by this report is pictured in the following graph:

Basis of Complaints



The number of cases in each category for the current report year is race or color, 99; unlawful application form, 28; unlawful advertising, 23; religion, 18; age, 17; national origin, 4; other, 2.

The total number of cases and the percentage in each category for the cumulative period from March 1, 1956 to March 1, 1959 is race or color, 232 (44%); unlawful application form, 91 (17%); unlawful advertising, 109 (20%); religion, 28 (5%); age, 46 (9%); national origin, 10 (2%); other, 15 (3%).

Type of Discrimination Charged

The specific kinds of discriminatory treatment complained of are shown in the following table:

<u>Alleged Discriminatory Act</u>	<u>Current Report Year Number of Cases</u>	<u>Cumulative March 1, 1956- March 1, 1959 Number of Cases</u>
Refusal to hire	80	170
Dismissal	29	73
Conditions of employment	14	38
Unlawful pre-employment inquiry	27	87
Employment agency refusal to serve	0	1
Employment agency refusal to refer	10	28
Employment agency illegal inquiry	2	8
Union discrimination	6	13
Unlawful advertising by newspaper	13	65
Unlawful advertising by advertiser	9	43
Other discrimination	1	7
Total	<u>191</u>	<u>531</u>

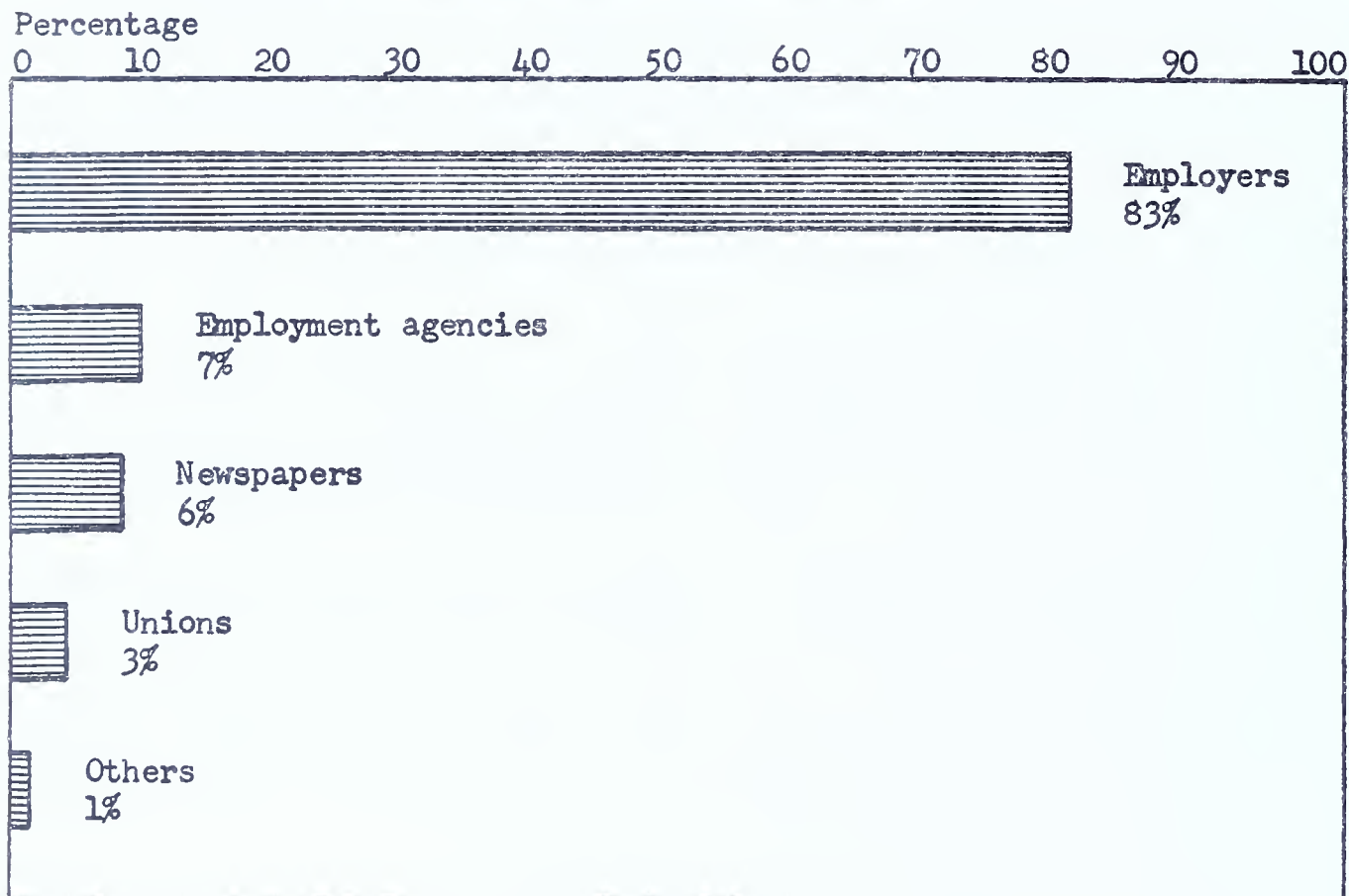
By Whom Complaints Were Filed

Pennsylvania's FEP Act permits the filing of complaints by aggrieved individuals, by the Commission itself, by the Attorney General of the Commonwealth or by an employer whose employees hinder compliance with the Law. However, all cases docketed up to March 1, 1959 have been filed either by an aggrieved individual or by the Commission.

During the current report year 114 cases or 60 per cent of the total were filed by aggrieved individuals. The remaining 77 cases or 40 per cent were initiated by the Commission. Comparative figures for the cumulative period March 1, 1956 to March 1, 1959 are individuals, 292 cases (55%), and the Commission, 239 cases (45%).

Targets of complaints filed during the current report year are noted in the next graph:

Against Whom Complaints Were Filed



The number of cases in each category for the current report year is employers, 158; employment agencies, 14; newspapers, 12; unions, 6; others, 1. The total is 191.

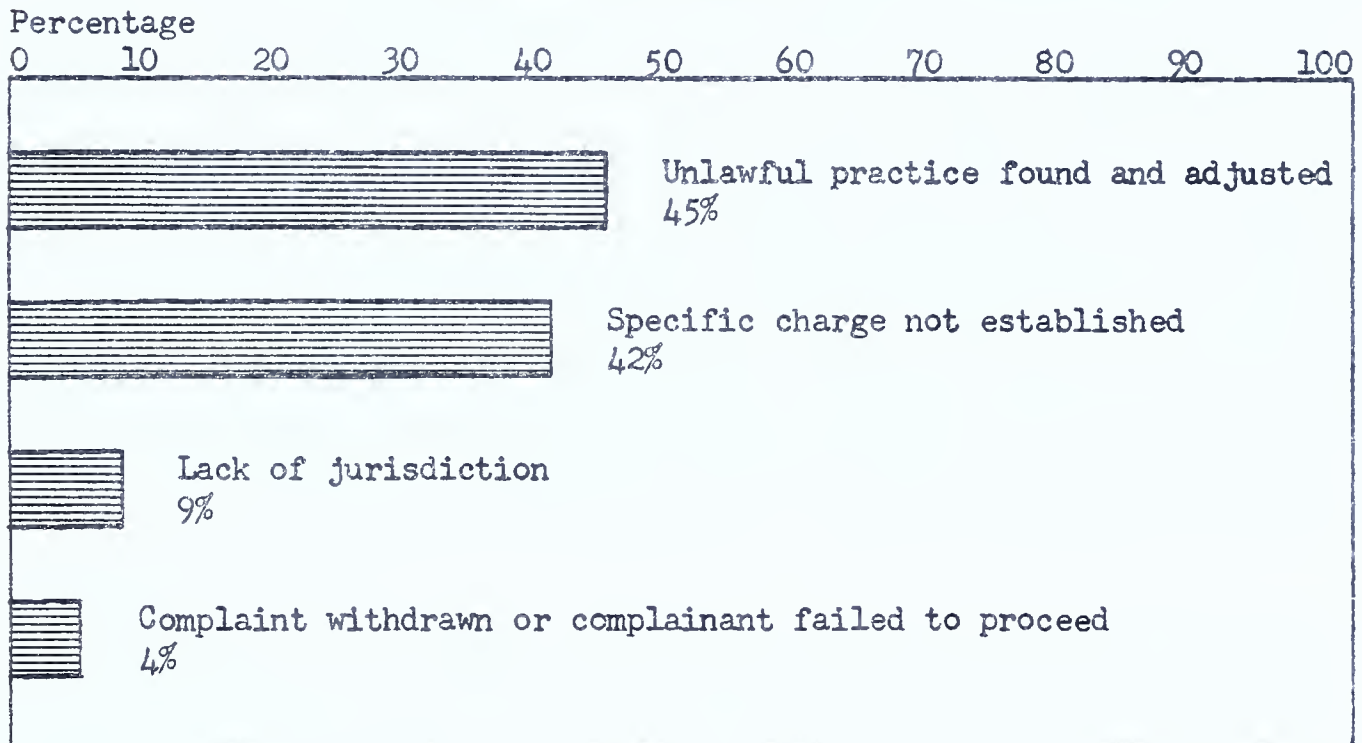
Similar figures for the cumulative period March 1, 1956 to March 1, 1959, with corresponding percentages, are employers, 400 cases (75%); employment agencies, 48 cases (9%); newspapers, 64 cases (12%); unions, 13 cases (3%); others, 6 cases (1%). The total is 531.

Complaints of discrimination in employment are investigated by staff members. When an unlawful practice is found, all means of conference, conciliation and persuasion are used to bring about a satisfactory adjustment. In a case in which this process does not produce the desired results, the Commission may hold an informal hearing, which is the final step short of a public hearing. The Commission held 5 informal hearings during the past year. There have been no public hearings. However, the Commission did find it necessary during the past year to make the first use of its legal power of subpoena to obtain records needed in the investigation of a case.

The Commission closed 203 cases during the past year. The cumulative number of cases closed from March 1, 1956 to March 1, 1959 is 455.

The manner of disposition of cases closed during the current report year is shown in the following graph:

Disposition of Cases



For the current report year, unlawful practices were found and adjusted in 91 cases. The specific charges were not established in 86 cases. The Commission found that it lacked jurisdiction in 18 cases. The complaint was withdrawn or the complainant failed to proceed in the remaining 8 cases.

For the cumulative period March 1, 1956 to March 1, 1959, unlawful practices were found and adjusted in 211 cases (47%). The specific charge was not established in 169 cases (37%). A lack of jurisdiction was found in 46 cases (10%). The complaint was withdrawn or the complainant failed to proceed in the remaining 29 cases (6%).

It is noteworthy that voluntary adjustments were made in a total of 25 cases in which the specific charge was not established or the Commission lacked jurisdiction.

In 6 cases in which the Commission lacked jurisdiction, referrals were made to other agencies.

Cases under investigation or pending Commission action as of March 1, 1959 totaled 76.

CHANGING EMPLOYMENT PATTERNS

Many of the cases adjusted during the past year demonstrate the influence of the Act in promoting the proper and effective use of manpower without discrimination. During the report period conciliation adjustments benefited aggrieved persons and frequently opened job opportunities for other individuals seeking employment or promotion.

AT A STEEL MILL. . .

A Negro man, employed for a number of years as a laborer, filed a complaint charging that he was held on the same job year after year, but that white men came to work and moved up to better paying jobs. Although the company took public pride in its fair treatment of employes, investigation disclosed that a long standing agreement between the foremen of work units involved held Negroes to laboring jobs for fear of "causing trouble". Upon the adjustment of this case the Negro man was able to move up the promotion ladder. This change also benefited at least eleven other Negro employes who were qualified. The Commission will continue to review this employer's policy and practice as required by the Act.

AT A LARGE DAIRY. . .

Where Negro and white men were hired in the plant, a qualified Negro applied for the position of driver-salesman. Three white men were hired for job openings as driver-salesman, but the Negro applicant, who had been told he qualified, was not placed. After he filed a complaint investigation disclosed that the personnel manager was waiting for a job opening to develop in a "Negro" neighborhood. As a result of conciliation the complainant was hired as an "extra" driver and later assigned his own route. During a review of this case the personnel manager said that he had sincerely believed that a Negro salesman should be placed in a "Negro" area. But, he reported that after the complainant was hired he received many calls from customers in a predominantly white area complimenting the company on this salesman's efficiency and courtesy.

IN A GARMENT FIRM. . .

The personnel interviewer rejected a qualified Negro applicant for the position of power machine operator. Up to the time of the Commission's investigation of the complaint, this employer had hired one Negro as a sweeper. As required, this applicant was placed immediately. A follow-up review revealed that, despite the employer's initial fears concerning the attitude of his white employes and possible problems for the lone Negro employe, eight more qualified Negro applicants had been placed without incident.

AMONG RETAIL EMPLOYERS. . .

A large firm with branch stores in many sections of the State had to take a second look at reported employment policy, when investigation of a complaint revealed that "local custom" had influenced a store manager to discriminate on account of race.

In a number of similar complaints, investigation by Commission representatives disclosed that certain retail firms evidenced fair employment practice in larger metropolitan centers, but discriminatory employment patterns were established in branch stores in suburban or outlying areas. Local tradition had given rise to quota hiring based on religion and national origin. Store managers, concerned about customer reaction, rejected Negro applicants or others who were considered "different".

A branch of a national retail outlet, in a community of about 25,000 persons, during the investigation of a complaint upgraded a Negro woman who had been employed as a washroom "matron" to a sales clerk position and another Negro sales clerk was hired. Although no Negroes had been employed in customer contact positions prior to this complaint, a follow-up review has indicated no problem with customer reaction.

AND IN OTHER CASES. . .

Following the adjustment of complaints, satisfactory experience has been reported by other garment firms, food processing plants, a public utility, metal fabricating firms, two electric manufacturing companies, a film processing plant, school districts, hospitals, welfare institutions, government agencies, employment agencies and others.

EDUCATION

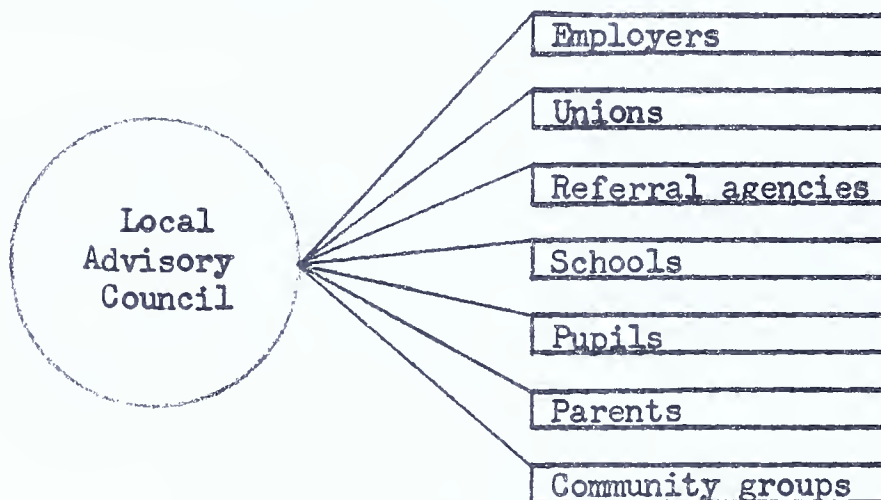
The main facets of the Commission's educational program are listed below:

Community Projects

During the period covered by this report citizen advisory councils were set up in two cities in which the Commission previously had begun work on community projects: Johnstown and Chester.

The council in Johnstown was set up formally in May, the one in Chester in December. The membership of the two councils is listed in the appendix of this report. To emphasize the importance it attaches to these local citizen groups, the Commission met with the Johnstown council in September and with the Chester council in December.

The Advisory Council Reaches Out in the Community



These local advisory councils have three main jobs: (1) advising the Commission on the best means of enlarging employment opportunities in the community, (2) winning general public acceptance and practice of the principle of employment on merit, without regard to an applicant's race, color, religion, ancestry, age or national origin, and (3) motivating minority group youngsters to study and train for jobs that will be in demand in the future.

Members of advisory councils serve without pay, but the councils receive technical and clerical assistance from the Commission.

Consultative Service

Inasmuch as requests from civic groups in various localities for direct Commission sponsorship of community employment projects exceed the availability of funds and staff for such programs at the present time, the Commission has been encouraging such groups to use the Commission's consultative services in developing and carrying out programs of their own, in keeping with their abilities and resources.

This consultative help has been given to concerned groups in Aliquippa, Allentown, Harrisburg, Lancaster, Media, Reading, Uniontown, Wilkes-Barre, Williamsport, Willow Grove and York.

Other communities in which concerned groups have requested the help of the Commission are Altoona, Blairsville, Carlisle, Clairton, Easton, Fallsington, Farrell, Greensburg, McKeesport, Monesson, New Castle and Washington.

Workshop, Conference Participation

During the year staff members took part in a total of 153 conferences, workshops and training sessions. They acted as planners, speakers, discussion leaders or resource persons--often in all these capacities.

Speaking Engagements

Commission representatives filled a total of 201 speaking engagements before various organizations throughout Pennsylvania. A breakdown of these talks by type of group addressed follows:

<u>Type of Organization</u>	<u>Number of Meetings</u>	
	<u>Current Report Year</u>	<u>Cumulative Total</u>
Employer groups	10	42
Employment agency groups	14	29
Labor organizations	5	19
Governmental agencies	23	68
Press, radio and television groups	3	10
Church groups	29	54
School and college groups	15	91
Service clubs and fraternal groups	15	44
Civic and community groups	<u>87</u>	<u>183</u>
Total	201	540

Surveys, Fact-finding Projects

A survey of employment practices of the airlines and concessions at the Greater Pittsburgh airport was carried out by the Commission, in cooperation with the Pittsburgh Commission on Human Relations. It was the most extensive fact-finding project carried out to date by the

Commission. The Commission and the Philadelphia Commission on Human Relations agreed on a plan for extending the survey to the Philadelphia International Airport.

The State FEPC and the Pittsburgh CHR also are cooperating in a plan to develop more efficient research techniques for determining patterns of hiring and upgrading in industry.

Cooperation with Department of Public Instruction

The Commission and the Department of Public Instruction jointly undertook to promote the use of the human relations film "Burden of Truth" in the senior high schools of Pennsylvania. Between late October, when the program started, and the end of February, the dramatic movie on race relations was seen and discussed by more than 43,000 students and teachers at 178 high schools throughout the state.

In addition, the Chairman and the Executive Director were named to membership on the new Human Relations Committee in the Department of Public Instruction. The Executive Director and the Deputy Director served as consultants for the annual Education Congress.

Distribution of Literature, Films, Display Materials

Three films distributed by the Commission--"The FEPC Law and You," "For Fair Play" and "Commencement"--were viewed by more than 3,000 persons at 82 showings arranged by business, industry, labor, church and civic groups. Discussion guides developed by the Commission were sent with these films to all users.

Preview showings of "The FEPC Law and You" were held in Philadelphia and Pittsburgh, co-sponsored by FEPC and the two city Commissions on Human Relations. A number of the industrial showings of this movie resulted from an item carried in the bi-monthly magazine published by the Pennsylvania State Chamber of Commerce. In February the film was selected by the Freedoms Foundation at Valley Forge to receive the George Washington Honor Medal Award as "an outstanding achievement in helping to bring about a better understanding of the American Way of Life during 1958."

The Commission helped the Pittsburgh Commission on Human Relations assemble photographs for an impressive display of progress toward equal job opportunity. The picture display has been exhibited at 10 schools and public buildings in Pittsburgh. In addition, FEPC sponsored its use at the Education Congress in Harrisburg and at the state conference of the NAACP in Altoona.

More than 50,000 pieces of literature were distributed to employers, employment agencies, unions, religious and civic groups, students and interested individuals. Included in this total were 13,000 copies of "The FEPC Law and You," a three-color pamphlet which is the Commission's newest piece of literature.

Reports, Information Letters, News Releases

A variety of specially-tailored reports were prepared for other agencies of government (including the legislative reference bureaus of several states considering the adoption of FEPC laws), for students engaged in research projects, for use in connection with conferences and workshops in which FEPC took part. An article, "Cases are People: An Interpretation of the Pennsylvania Fair Employment Practice Law", was published in the June 1958 issue of the DICKINSON LAW REVIEW.

Information letters summarizing Commission activities were mailed to key officials of business, labor, church and civic groups throughout the state.

News releases were prepared and distributed in connection with Commission action, significant cases and publication of new pieces of literature available to the public.

RECOMMENDATIONS FOR LEGISLATION

In accordance with the powers and duties set forth in Section 7 (k) of the Pennsylvania Fair Employment Practice Act (Act of October 27, 1955, P.L. 744), the Commission makes the following recommendations to the Governor and to the Legislature:

1. The Commission urges that the Pennsylvania Fair Employment Practice Act be amended to
 - (a) Re-define "employer" to include any person employing six or more persons and any religious, fraternal, charitable or sectarian organization which is supported, in whole or in part, by governmental appropriations or funds;
 - (b) Re-define "employee" to include agricultural workers;
 - (c) Re-define "age" to make it clear that the word "person" refers only to individuals between the ages of forty and sixty-two inclusive;
 - (d) Show that bona fide retirement, pension and group insurance plans are exempted only from the age provisions of the Act; and
 - (e) Permit an individual seeking employment to state his age.
2. The Commission believes that restriction of opportunities in housing accommodations directly affects the problem of employment discrimination, and therefore recommends the enactment of adequate legislation to prohibit discrimination in the sale, rental or financing of housing accommodations because of race, color, religious creed, ancestry or national origin.

APPENDIX

Membership of local FEPC Advisory Councils:

Johnstown

Rabbi Leo J. Stillpass, Chairman
Edward B. Austin
Mrs. Ann Sawyer Berkley
Rev. W. Sproule Boyd, D.D.
Michael Chamiok
Attorney W. Louis Coppersmith
Mrs. Catherine Devorick
Rev. Father Linford Greinader
Rev. Carl Q. Hickerson
Dr. B. K. Johnson
Mrs. R. Brett Kranich
Walter W. Krebs
William Price
Rev. Harold L. Rowe
Attorney David C. Wolfe

Chester

Dr. Nathan V. Plafker, Chairman
Mrs. Gladys Austin
Louis G. Brown
Rev. Eugene Carlem
Philip E. Coleman
Kenneth Dale
Wayne Hamilton
Prof. Robert E. Keighton
Mrs. Herbert C. Lester
Jack Mullen
George Raymond
John Seybold
Rabbi Ira Sud

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**PENNSYLVANIA
FAIR EMPLOYMENT
PRACTICE COMMISSION**

**FOURTH ANNUAL
REPORT**

MARCH 1, 1960



Commonwealth of Pennsylvania
David L. Lawrence, Governor

Department of Labor and Industry
William L. Batt, Jr., Secretary

Pennsylvania Fair Employment Practice Commission
Harry Boyer, Chairman

JUN 17 1960

PENNSYLVANIA STATE LIBRARY

"It is hereby declared to be the public policy of this Commonwealth to foster the employment of all individuals in accordance with their fullest capacities regardless of their race, color, religious creed, ancestry, age or national origin, and to safeguard their right to obtain and hold employment without such discrimination."

-- Declaration of Policy
Pennsylvania Fair Employment Practice Act

PENNSYLVANIA FAIR EMPLOYMENT PRACTICE COMMISSION
1401 Labor and Industry Building
Harrisburg, Pennsylvania

Telephone: CEDar 8-5151, Extension 3679

CHAIRMAN
HARRY BOYER

EXECUTIVE DIRECTOR
ELLIOTT M. SHIRK



COMMONWEALTH OF PENNSYLVANIA
DEPARTMENT OF LABOR AND INDUSTRY
FAIR EMPLOYMENT PRACTICE COMMISSION
HARRISBURG

COMMISSIONERS

CHARLES R. BROWN
REV. JAMES B. CAYCE
SAMUEL H. DAROFF
MATTHEW H. McCLOSKEY III
EDWARD G. PETRILLO, Esq.
DR. JESSE D. REBER
MRS. FLORENCE REIZENSTEIN
WILLIAM H. SYLK

Honorable David L. Lawrence
Governor

Honorable Members of the
General Assembly

Sirs:

I have the honor to submit to you the Fourth Annual Report
of the Pennsylvania Fair Employment Practice Commission.

This report outlines the work of the Commission in investigating
and adjusting complaints of discrimination in employment because of
race, color, religion, ancestry, age and national origin, and in
planning and carrying out an educational program to eliminate prejudice
among the various racial, religious and nationality groups in the
Commonwealth.

Our report is issued in accordance with Section 7 of P.L. 744 of
1955 and covers the period from March 1, 1959 to March 1, 1960.

Respectfully,

A handwritten signature in cursive script that reads "Harry Boyer".

Harry Boyer
Chairman

FOURTH ANNUAL REPORT

The fourth year of operation of the Pennsylvania Fair Employment Practice Commission was highlighted by (1) an increase in the number of complaints filed, and (2) a budget increase for the 1959-61 biennium to help process the caseload and help communities meet the employment problems of minority groups.

The increase in the number of complaints filed during the current report year was a large one: 336 cases, compared to 191 cases in the previous year -- an increase of nearly 76 per cent.

There is no direct relationship between the amount of employment discrimination practiced and the number of complaints docketed by the Commission in any one year. Instead, the Commission believes that the upturn in complaints is based primarily on the fact that its services are becoming better known to the public. As news of successful case adjustments circulates -- by word of mouth, through organizations of minority groups and by means of newspaper, radio and television -- persons previously unaware of the FEPC Law, or uncertain about its effectiveness, have decided to file their complaints.

The Commission's budget increase of nearly 50 per cent (\$335,675 compared to \$225,000 for the previous two-year period) was approved by Governor Lawrence. This permitted FEPC to increase its staff and to expand its program of community education projects.

The new funds will enable the Commission to recover some of the ground lost in 1957 when 11 of its staff of 23 were necessarily dismissed as a result of a budget cut.

Details of Commission activities during the past year are outlined in this report.

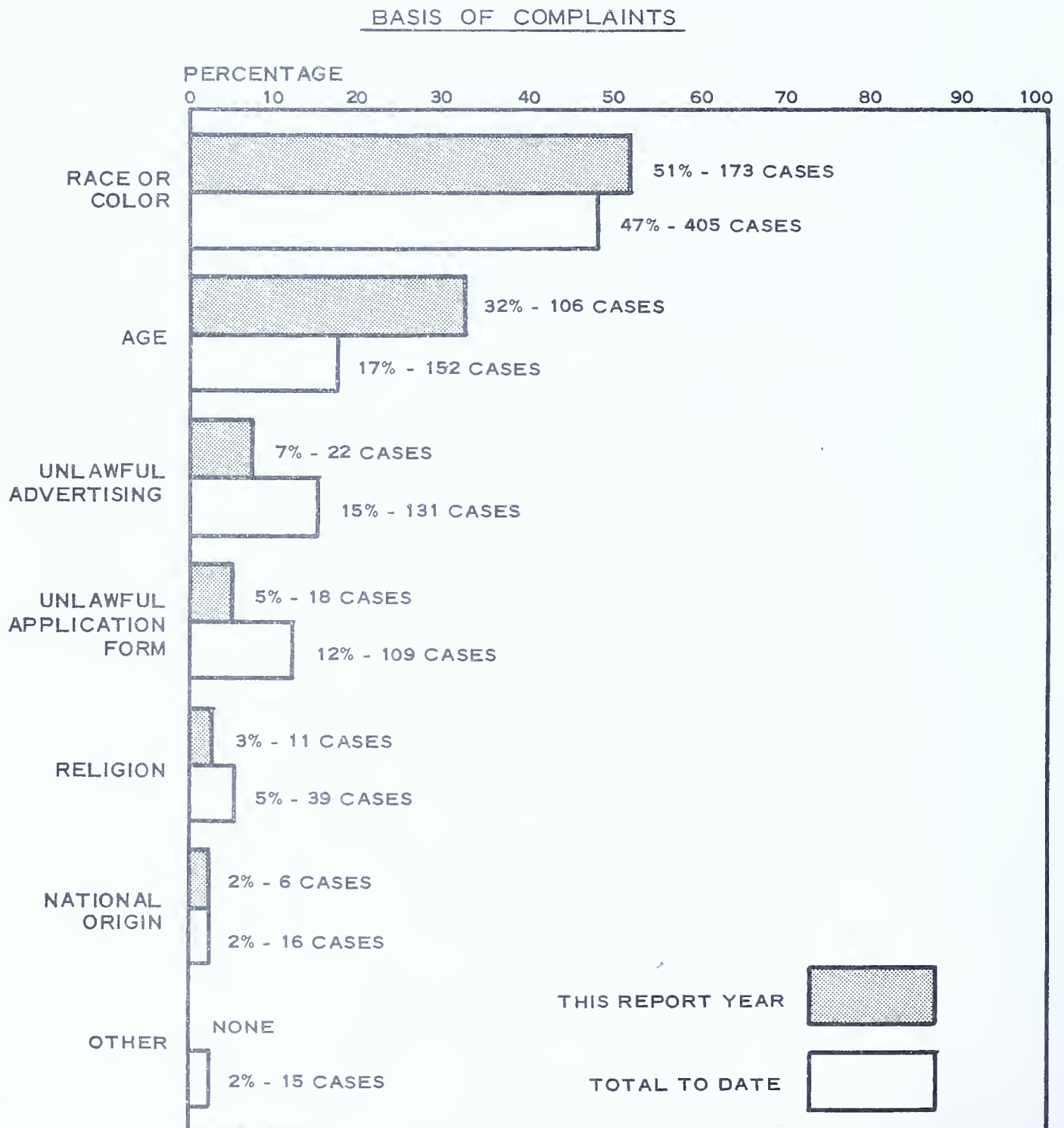
COMPLIANCE

During the past year the Commission received and initiated 336 complaints -- the most in any year to date.

The number of cases docketed by the Commission in other years was: First Year -- 144; Second Year -- 196; Third Year -- 191.

Total number of cases docketed in four years of operation is 867.

The basis of complaints filed in the year covered by this report, and in the four-year period from March 1, 1956 to March 1, 1960, is shown in the following graph:



Type of Discrimination Charged

This table shows the specific kinds of discriminatory treatment described in complaints:

<u>Alleged Discriminatory Act</u>	<u>Current Report Year</u>		<u>March 1, 1956- March 1, 1960</u>	
	<u>Number</u>	<u>Per Cent</u>	<u>Number</u>	<u>Per Cent</u>
Refusal to hire	64	19%	234	27%
Dismissal	50	15%	123	14%
Conditions of employment	85	25%	123	14%
Unlawful pre-employment inquiry	20	6%	107	12%
Unlawful job order	47	14%	47	5%
Employment agency refusal to serve	1	less than 1%	2	less than 1%
Employment agency refusal to refer	34	10%	62	7%
Employment agency illegal inquiry	7	2%	13	2%
Union discrimination	13	4%	26	3%
Unlawful advertising by newspaper	11	3%	76	9%
Unlawful advertising by advertiser	4	1%	47	6%
Other discrimination	0	0	7	1%
Total	336	Does not total 100% because of rounding	867	100%

By Whom Complaints Were Filed

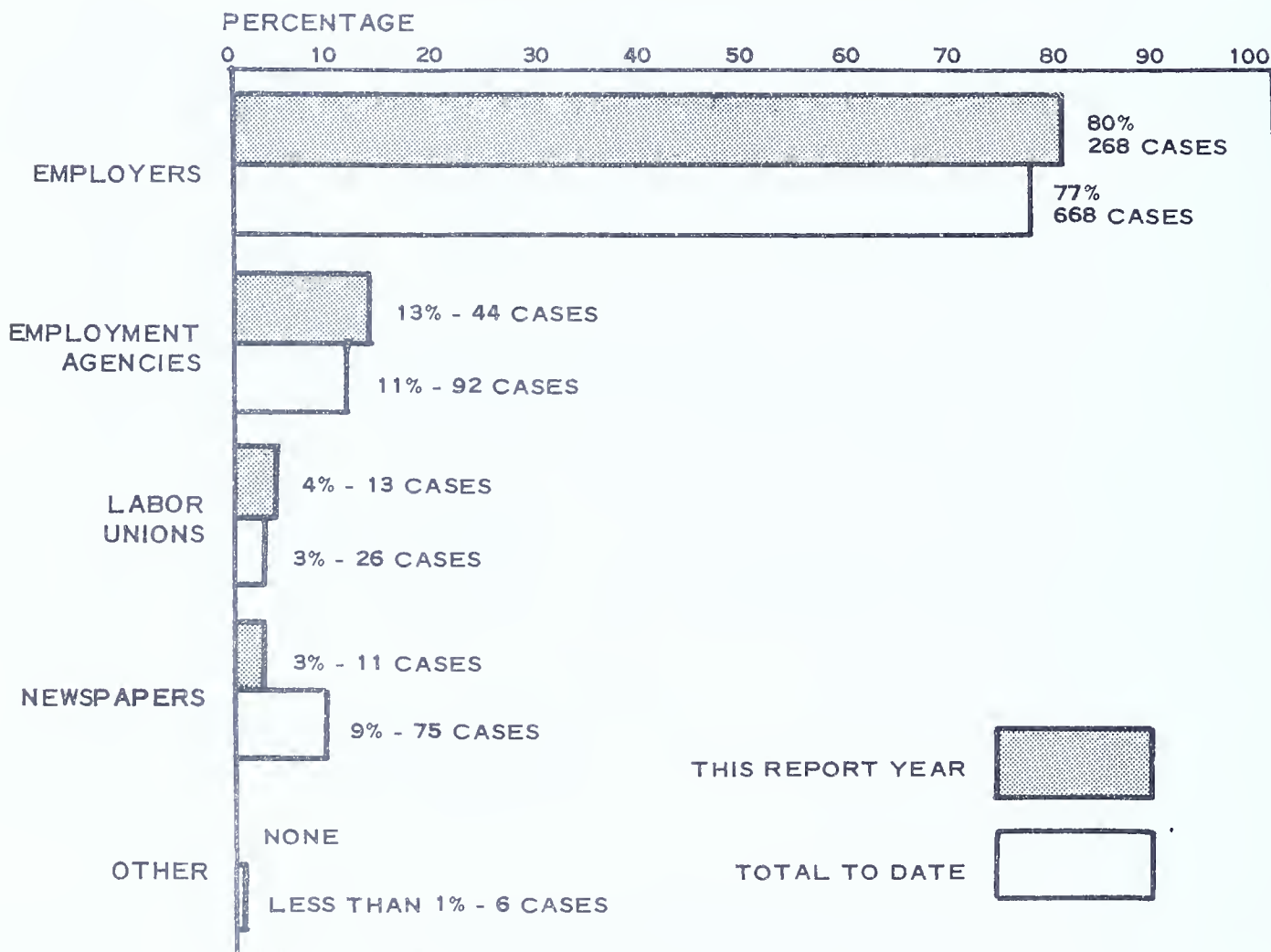
Although the Pennsylvania Fair Employment Practice Act permits the filing of complaints by (1) aggrieved individuals, (2) the Commission itself, (3) the Attorney General of Pennsylvania, or by (4) an employer whose employees hinder compliance with the Act, all cases docketed up to March 1, 1960 were filed either by aggrieved individuals or the Commission.

During the current report year the number of cases filed by individuals was 268 or 80 per cent of the total. The other 68 cases, 20 per cent, were initiated by the Commission.

Comparable figures for the period March 1, 1956 to March 1, 1960 are individuals, 560 cases (65%), and Commission, 307 cases (35%).

Those against whom complaints were filed (respondents) during the current report year, and in the four-year period from March 1, 1956 to March 1, 1960, are shown in the following graph:

AGAINST WHOM COMPLAINTS WERE FILED



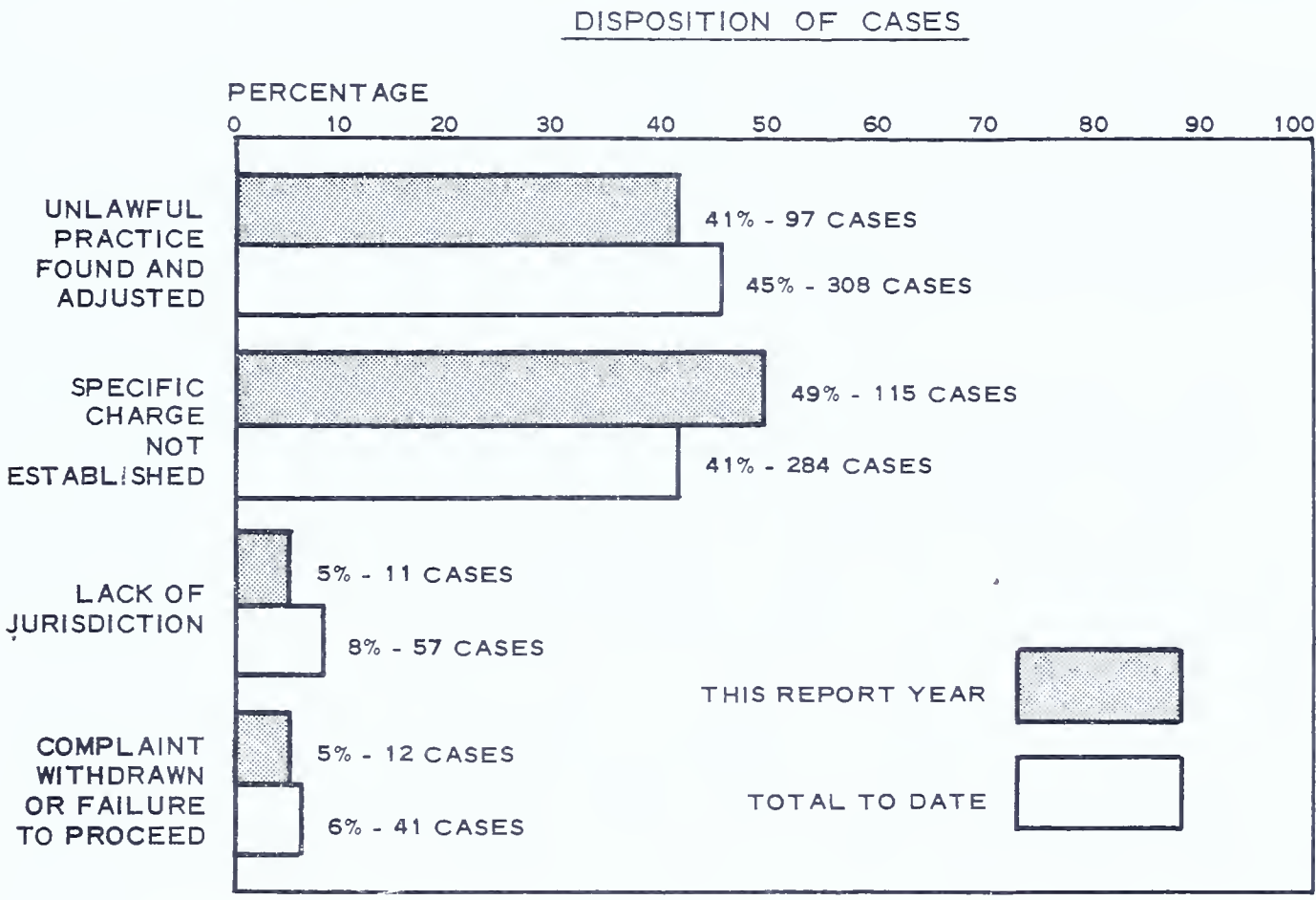
Cases closed by the Commission in the current report year number 235. The total number of cases closed by the Commission from March 1, 1956 to March 1, 1960 is 690.

Voluntary adjustments were made by respondents during the current report year in a total of 9 cases in which the specific charge was not established or the Commission lacked jurisdiction.

Persons whose cases were closed for lack of jurisdiction were referred to other appropriate agencies where available.

Cases under investigation or pending Commission action as of March 1, 1960 total 177.

The basis on which cases were closed during the current report year, and in the four-year period from March 1, 1956 to March 1, 1960, is shown in the following graph:



New Developments in Compliance

At its meeting in August the Commission made two policy rulings dealing with religion and age.

The ruling on religion dealt with application forms. The Commission ruled that employers properly may ask job applicants the question: "Do you regularly attend a house of worship?" However, the Commission provided that this must be done in writing with only "yes" or "no" as possible answers, in order to prevent any disclosure of a person's particular religious sect or denomination.

Regarding age, the Commission decided to exempt the job of airline stewardess from the age provisions of the FEPC Law. This means that airline companies may set age specifications for stewardesses that rule out consideration of women between the ages of 40 and 62. The Commission made its ruling on the basis that the imposition of age limits for this particular job should be considered as a bona fide occupational qualification because the rigorous training given stewardesses ordinarily could not be undertaken by a woman of age 40 or more.

In November the Commission denied a request for an exemption from the age provisions for such jobs as ticket seller, reservation clerk, communications worker and other non-flight personnel in the airline industry.

Letters concerning the exemption for stewardesses and the non-exemption for non-flight personnel were sent to the presidents of all airlines operating in Pennsylvania.

The increase in the number of age cases docketed during the current report year (32% compared to 9% the previous year) is due in large measure to complaints involving illegal age specifications in job orders submitted by employers to employment agencies. In addition to handling complaints filed by individuals against employment agencies, the Commission initiated a sizable number of complaints against the employers who had placed the illegal job orders. In all such cases, the age provisions of the FEPC Law were explained and a commitment obtained from the employment agency or employer that it would comply with the Law in the future.

In the process of investigating and adjusting cases during the current report year, the Commission found it necessary to carry one case to the informal hearing stage -- the final step short of a public hearing. There were no public hearings. However, legal subpoenas were used by the Commission in two cases in order to obtain records necessary in the investigation of complaints.

Copies of a revised edition of the booklet "Legal Rulings Interpreting the Provisions of the Pennsylvania Fair Employment Practice Act" were received from the printer in March 1959 and distributed to officers of bar associations, trade associations, manufacturers' associations, personnel associations, labor unions, employment agencies, newspapers, other anti-discrimination agencies and interested individuals.

CHANGING EMPLOYMENT PATTERNS

Significant advances in merit employment were made in a number of cases closed by the Commission during the past year. Long-standing patterns of discrimination in employment were broken in many areas of the state. Examples are: the hiring of Negroes for the first time in such jobs as accountant, airplane cleaner, carpenter, salesman in suburban shopping center, electrical parts assembler, telephone switchboard operator, garment trimmer and school teacher.

Advances also were made in the area of discrimination because of age, religion and national origin, with the filing of a number of Commission-initiated cases involving newspaper advertisements and job application forms. Employers and employment agencies were directed to remove age restrictions from advertisements and job application forms, and to delete questions about an applicant's religion or national origin.

EDUCATION

The educational program of the Commission includes a variety of activities, but the objectives are simple: (1) to promote more hiring on merit, without regard to race, color, religion, ancestry, age and national origin, and (2) to help eliminate prejudice among the various racial, religious and nationality groups in the Commonwealth.

Community Educational Programs

Community projects assisted by citizen advisory councils are being conducted in Johnstown and Chester.

Johnstown

In Johnstown, the advisory council planned a survey of the employment practices of employers in the downtown business district, expanded its school program to include two additional high schools, contacted employers concerning their employment needs, schooled minority group youngsters in proper job application procedures and was co-sponsor of a vocational guidance conference. With 12 active members, the advisory council had an average attendance of 9 members at its monthly meetings. The five working committees of the advisory council are referral, school, speakers bureau, program and press and information.

Members of the advisory council are Rabbi Leo J. Stillpass, chairman, and Edward B. Austin, Mrs. Ann Berkley, Harvey V. Bowers, Michael Chamiok, Attorney W. Louis Coppersmith, Mrs. Catherine Devorick, Rev. Carl Q. Hickerson, Dr. B. K. Johnson, Mrs. Marilyn W. Kranich, Walter W. Krebs, Richard Mayer, Rev. Harold L. Rowe, Rev. Father Philip P. Saylor and Judge David C. Wolfe.

The field representative assigned to assist the council was John W. Flamer.

Chester

In Chester, the advisory council featured Governor David L. Lawrence as the speaker at its first anniversary dinner, counseled minority group young people to take federal and state civil service examinations for clerical jobs, cooperated with a church in holding a career forum and helped to place Negroes in such jobs as stenographer, bookkeeper, cashier, laboratory technician and retail store clerk. The council met 17 times, with an average attendance of 12 out of 13 members. In addition to setting up three active committees -- school, employment and church -- the Council organized a speakers bureau that filled 64 engagements involving more than 3,500 young people and adults. A total of 184 interviews, conferences and individual counseling sessions were held, while five workshops drew a total of 366 young people.

Members of the advisory council are Dr. Nathan V. Plafker, chairman, and Mrs. Gladys Austin, Monroe C. Beardsley, Louis G. Brown, Philip E. Coleman, Kenneth S. Dale, J. Wayne Hamilton, Robert E. Keighton, Mrs. Herbert C. Lester, Jack Mullen, George Raymond, Rev. Father Robert F. Ryan and Rabbi Ira Sud.

The field representative assigned to assist the council was W. Norman Watts.

Consultative Service

The Commission gave assistance to concerned groups in a number of communities in which it was felt that there was a lack of employment opportunities for Negroes. Lacking manpower to service an advisory council and to carry out a well-rounded community project in each such area, the Commission helped these groups to pinpoint certain problem areas and to take such action as the resources of the particular group permitted. The communities in which such help was given during the past year are Harrisburg, Media, New Castle, Reading, Uniontown and Wilkes-Barre.

Lack of funds and staff prevented the Commission from giving similar assistance to groups in Aliquippa, Allentown, Altoona, Blairsville, Carlisle, Clairton, Coatesville, Easton, Fallsington, Farrell, Greensburg, Lancaster, McKeesport, Monessen, Washington, Williamsport, Willow Grove and York.

Cooperation with the Department of Public Instruction

The Commission's Chairman and Executive Director serve on a Human Relations Committee appointed by Dr. Charles H. Boehm, Superintendent of the Department of Public Instruction. During the past year, this committee began work on a proposed Manual on Human Relations for the public schools of Pennsylvania. The sub-committee which drew up the outline for the proposed manual was headed by the FEPC Executive Director. The Human Relations Committee also gave its approval to plans for a "We Humans" display to be used in secondary schools. The display, developed by the Carnegie Museum in Pittsburgh, is being financed by the Civil Rights Committee of the United Steelworkers of America.

The Department of Public Instruction and the Commission also continued their cooperative program for making the film "Burden of Truth" available to schools. The Commission schedules prints of the film and mails printed discussion material to the schools, while the Department's film library mails the film prints. A total of 39,943 pupils at 243 schools saw and discussed the film during the past 12 months.

Commission staff also complied with a request by the Department of Public Instruction that it prepare a set of guidelines for evaluating intercultural and intergroup relations training and education in the public schools. The set of guidelines is to be used in the current \$300,000 study of education in Pennsylvania.

Conference and Workshop Participation

Commissioners and staff members took part in a variety of conferences and workshops during the current report year. The Commission was represented at the meeting of the National Association of Intergroup Relations Officials and at the Conference of Commissions Against Discrimination. At the latter conference, the Pennsylvania Commission was in charge of a workshop on legal interpretations.

The Pennsylvania Commission also carried out an assignment for the Conference of Governors on Civil Rights. A paper on "Basic Principles for the Writing of Effective State Civil Rights Legislation" was prepared by the Commission's Executive Director and General Counsel.

One member of the Commission attended a meeting in May sponsored by the President's Committee on Government Contracts, after which the Commission sent letters to U.S. Senators and Representatives from Pennsylvania, urging them (1) to give legislative sanction to the President's Committee on Government Contracts, which has been operating on the basis of an Executive Order, (2) to extend the life of the Federal Civil Rights Commission and (3) to enact other effective civil rights legislation.

Members of the Commission and the Advisory Board on Problems of Older Workers held a joint meeting in April to discuss ways of increasing cooperation between the two agencies in efforts to eliminate age discrimination in employment.

Speaking Engagements

More than 8,500 Pennsylvanians heard talks by Commission representatives in the current report year. A breakdown of these talks according to the type of audience follows:

<u>Type of Organization</u>	<u>Number of Meetings</u>	
	<u>Current Report Year</u>	<u>Total to Date Total</u>
Employer group	3	45
Employment agency group	3	32
Labor organization	3	22
Governmental agency	5	73
Press, radio and television groups	2	12
Church group	16	70
School and college groups	17	108
Service clubs and fraternal groups	16	60
Civic and community groups	52	235
Total	<u>177</u>	<u>657</u>

Film Showings

Prints of a new film entitled "The New Girl" were added to the FEPC film library during the current report year. Produced by the President's Committee on Government Contracts, the film tells the story of how a company hired its first Negro secretary, describing the fears of some management officials and the feelings of the girl involved.

Other movies which the Commission loans free of charge to business, labor, church and civic groups are "The FEPC Law and You," "Commencement" and "For Fair Play."

FEPC films were shown during the year to 77 groups, with a total audience of more than 3,600.

Display Material, Literature

The photographic display assembled by the Pennsylvania Commission and the Pittsburgh Commission on Human Relations was exhibited by the Pennsylvania Commission at seven different locations during the current report year. Included were the Allegheny County Fair, the state conference of the National Association for the Advancement of Colored People, the Allegheny Regional Branch of Carnegie Library and career conferences in Pittsburgh at South Side Baptist Church, Latimer Junior High School, Herron Hill Junior High School and Schenley High School. More than 7,500 pieces of Commission literature were picked up by viewers of the display, which shows Negroes working in a variety of non-traditional jobs in Pennsylvania.

Official information on the Pennsylvania Fair Employment Practice Act was sent to new industries locating here under the State's industrial development program, as well as to other new plants and employers requesting copies of the FEPC Poster and other material on the Law.

Job Training Information Service

Following the Governor's Conference on Employment Skills, which spotlighted the need for improving the skills of members of our labor force, the Commission started a Job Training Information Service. News on free training courses for the unemployed, on other types of business or industrial training and on scholarship help for the college-bound is sent to 600 leaders of organizations which have a special interest in giving such information to their members.

Reports, Information Letters, News Releases

On numerous occasions during the year the Commission was called upon by the Governor's Office, other Departments in State Government and by other governmental agencies to provide information and special reports. These dealt with employment discrimination and with other situations involving racial, religious or other such factors in which the Commission has gained competence during the past four years.

The Commission's experience in administering the age provisions of the State FEPC Law were presented by the Executive Director in testimony before the U.S. Senate Sub-Committee on Problems of the Aged and Aging.

Key officials of business, labor, church and civic groups throughout the state were kept informed on major Commission activities by means of an information letter.

News releases were issued on Commission actions, significant case adjustments and the announcement of films or other material being made available to the public.

RECOMMENDATIONS

The Commission again wishes to make two recommendations for legislation which were made in its Third Annual Report but were not adopted in the ensuing session of the Legislature. These recommendations to the Governor and the Legislature are made in accordance with the powers and duties set forth in Section 7 (k) of the Pennsylvania Fair Employment Practice Act and are as follows:

1. The Commission urges that the Pennsylvania Fair Employment Practice Act be amended to
 - (a) Re-define "employer" to include any person employing six or more persons and any religious, fraternal, charitable or sectarian organization which is supported, in whole or in part, by governmental appropriations or funds;
 - (b) Re-define "employee" to include agricultural workers;
 - (c) Re-define "age" to make it clear that the word "person" in the definition refers only to individuals.
 - (d) Show that bona fide retirement, pension and group insurance plans are exempted only from the age provisions of the Act; and
 - (e) Permit an individual seeking employment to state his age.
2. The Commission, believing that restriction of opportunities in housing directly affects the problem of employment discrimination, recommends the enactment of adequate legislation to prohibit discrimination because of race, color, religion, ancestry or national origin in the sale, rental or financing of housing.

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Annual Report

"Progress Through Employment on Ability"

**PENNSYLVANIA
FAIR EMPLOYMENT
PRACTICE COMMISSION**

MARCH 1, 1961



Commonwealth of Pennsylvania

David L. Lawrence, Governor

Department of Labor and Industry

William L. Batt, Jr., Secretary

Pennsylvania Fair Employment Practice Commission

Harry Boyer, Chairman

PENNSYLVANIA STATE LIBRARY

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-- Declaration of Policy
Pennsylvania Fair Employment Practice Act

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CHAIRMAN
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EXECUTIVE DIRECTOR
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COMMONWEALTH OF PENNSYLVANIA
DEPARTMENT OF LABOR AND INDUSTRY
FAIR EMPLOYMENT PRACTICE COMMISSION
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EDWARD G. PETRILLO, Esq.
DR. JESSE D. REBER
MRS. FLORENCE REIZENSTEIN
JOSEPH X. YAFFE, Esq.

Honorable David L. Lawrence
Governor

Honorable Members
of the General Assembly

Sirs:

I have the honor to submit to you the Fifth Annual Report of the Pennsylvania Fair Employment Practice Commission.

As this report is submitted, we are preparing to assume larger duties in the human relations field through administration of the new Fair Housing Law, and such other Laws as may be adopted during the remainder of the 1961 Session of the Legislature. For this reason we have felt that it might be useful to record here, in addition to an outline of the work of the Commission during the past year (March 1, 1960-February 28, 1961), a summary of some of the highlights of the five years of administration of the Fair Employment Practice Act and to indicate the progress made to date in investigating and adjusting complaints of discrimination in employment because of race, color, religion, ancestry, age or national origin, and in planning and carrying out an educational program to eliminate prejudice and discrimination among the various racial, religious and nationality groups in the Commonwealth.

The situation today reveals that a great deal of progress has been made in the past five years in eliminating discrimination in employment. The charts included in the body of this report show the diversity of the Commission's program and activities. We feel that this progress has contributed to the economic stability of the Commonwealth.

Our report is issued in accordance with Section 7 of P. L. 744, of 1955.

Respectfully,

A handwritten signature in cursive script that reads "Harry Boyer".

HARRY BOYER
Chairman

FIFTH ANNUAL REPORT
of the
PENNSYLVANIA FAIR EMPLOYMENT PRACTICE COMMISSION

"Progress Through Employment on Ability"

When the Commission began its assignment five years ago, the conditions for employment for minority-group workers were quite different from today.

A report of the Governor's Commission on Industrial Race Relations in 1953 had recorded the fact that nine out of every ten employers in Pennsylvania discriminated against members of minority groups to some degree in hiring or upgrading workers.

When the Pennsylvania Fair Employment Practice Act went into effect in 1956 the situation was as follows:

It was a common practice for employment application forms to request an applicant's race, religion or national origin. Often he was required to submit a photograph of himself.

Employment advertisements in newspapers contained such phrases as "only whites need apply", "gentiles only", or "you must be no more than 35 years of age."

Job orders which employers gave to employment agencies often contained specifications designed to keep out minority-group workers.

Training opportunities often were denied minority-group workers, particularly Negroes.

The effects of outright discrimination in employment were reinforced by its by-products. Denial of opportunity resulted in frustration and despair, especially among Negroes. Negro youngsters, lacking the same incentives as white boys and girls to study hard, frequently dropped out of school. This resulted in fewer Negroes being qualified for skilled jobs.

A vicious circle bound the minority-group citizen. Members of the group were under-represented in skilled trades and in white-collar jobs such as clerical and sales work, supervisory work and engineering. This situation discouraged so many minority-group youngsters from studying or training for these fields that even an employer who wanted to hire on ability often reported a lack of qualified applicants from minority groups.

The passage of the Pennsylvania Fair Employment Practice Act placed the Commonwealth officially on record in favor of fair employment. It put the power and prestige of the State behind a program to promote the hiring and upgrading of workers on ability, without regard to race, color, religious, ancestry, age or national origin. The Commission, in administering the Pennsylvania Fair Employment Practice Act, spelled out for employers, employment agencies and labor unions, procedures for complying with the Pennsylvania Fair Employment Practice Act.

After five years we find that application forms used by employers now comply with the Fair Employment Practice Act, in that only questions relating to the applicant's ability to do the jobs are listed in the vast majority of instances. Questions about race, religion or national origin have been removed, oftentimes voluntarily, but other times by action of the Commission.

Newspaper advertisements for employment now are strikingly in compliance with the Pennsylvania Fair Employment Practice Act. The cooperation of newspapers with the Commission has been excellent.

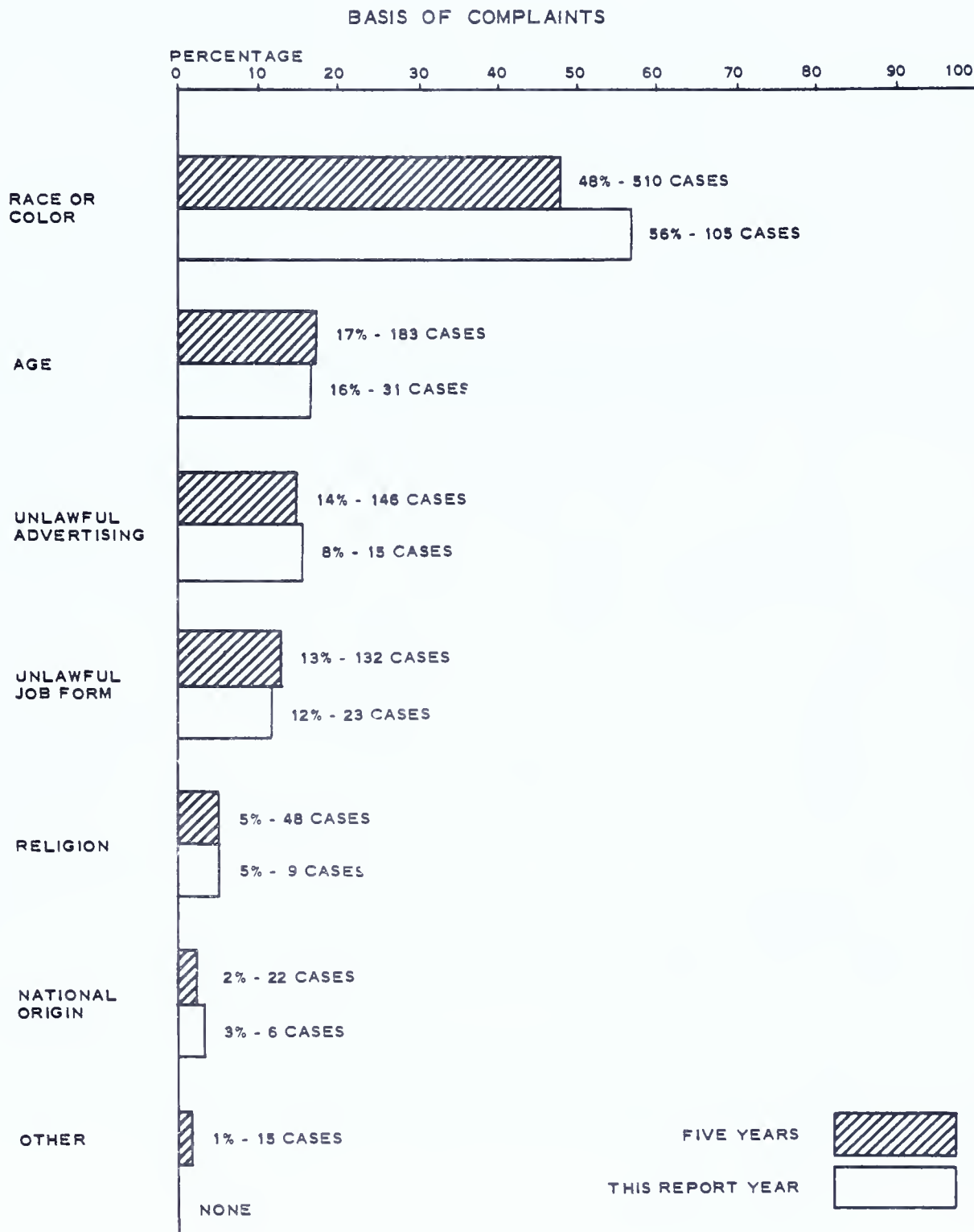
In the case of employer job orders to employment agencies, it is more difficult to check on the effectiveness of the Law. However, in the instance of a number of employment agencies found to be processing unlawful job orders, a review of job orders on file six months later showed that the agencies then were in compliance with the Act.

The Commission's compliance and education programs have made a very real impact on the pattern of employment practices in Pennsylvania. Significant changes have resulted in retail and wholesale trade, in heavy industry, in the public schools, in governmental agencies, in the garment industry, in the restaurant trade and in the communications industry. These changes have occurred not only in beginning jobs and laboring classifications, but in skilled crafts, sales and clerical positions, and semi-professional and professional jobs.

COMPLIANCE

In the adjustments of complaints of discrimination in employment, the Commission views each case as an opportunity to educate all parties concerning the meaning of fair employment practices. The object is to secure compliance with the spirit as well as the letter of the Law.

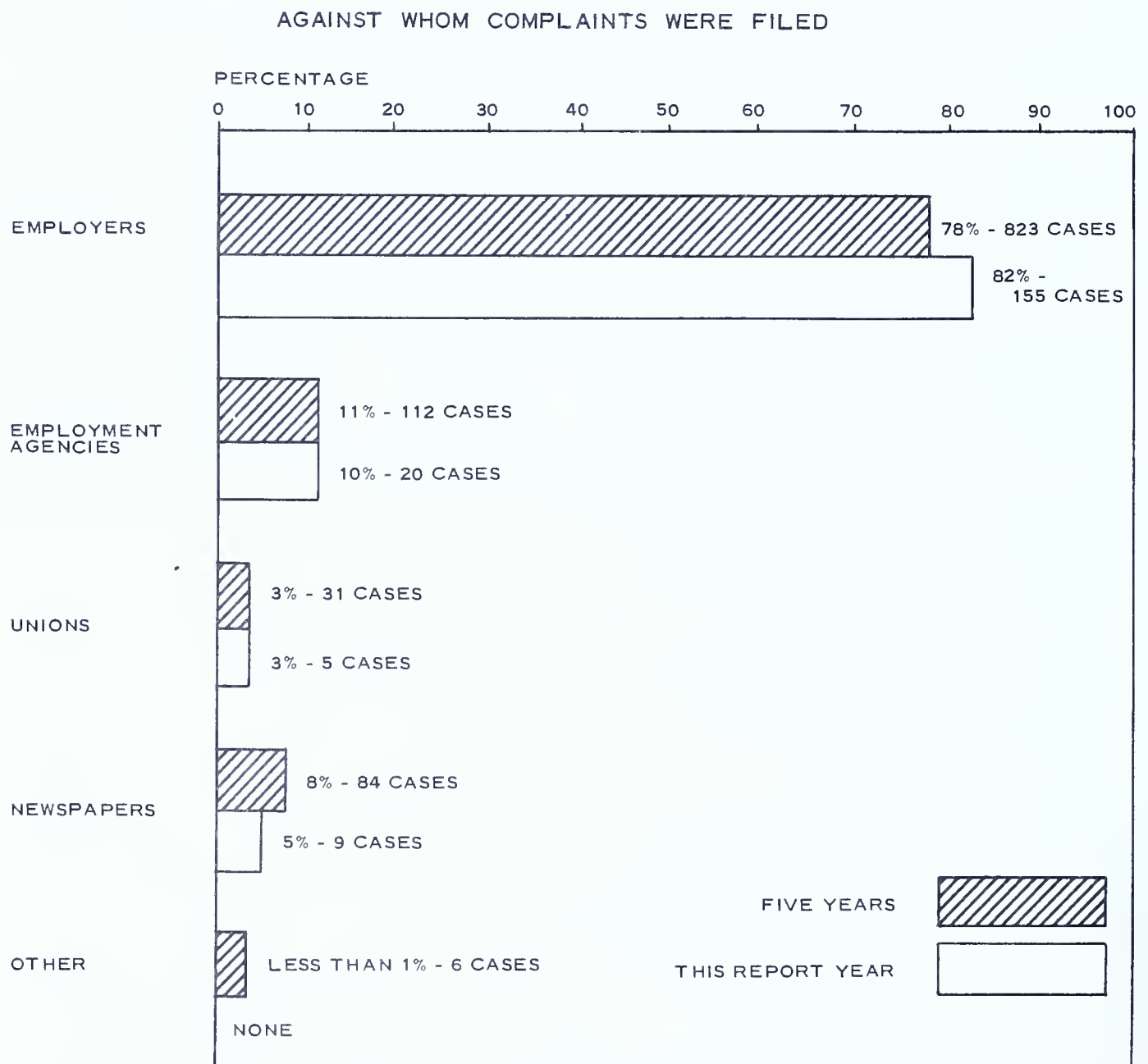
A total of 1,056 cases were docketed by the Commission during the past five years. Of this number, 189 were filed in the current report year. The basis of complaints is shown in the following graph:



These complaints were filed as follows:

	<u>Current Report Year</u>		<u>Five Years</u>	
	<u>Number</u>	<u>Per Cent</u>	<u>Number</u>	<u>Per Cent</u>
By aggrieved individual	125	67%	685	65%
Initiated by Commission	64	34%	371	35%
Total	<u>189</u>	<u>100%</u>	<u>1,056</u>	<u>100%</u>

Respondents (those against whom complaints were filed) are shown in the following graph:



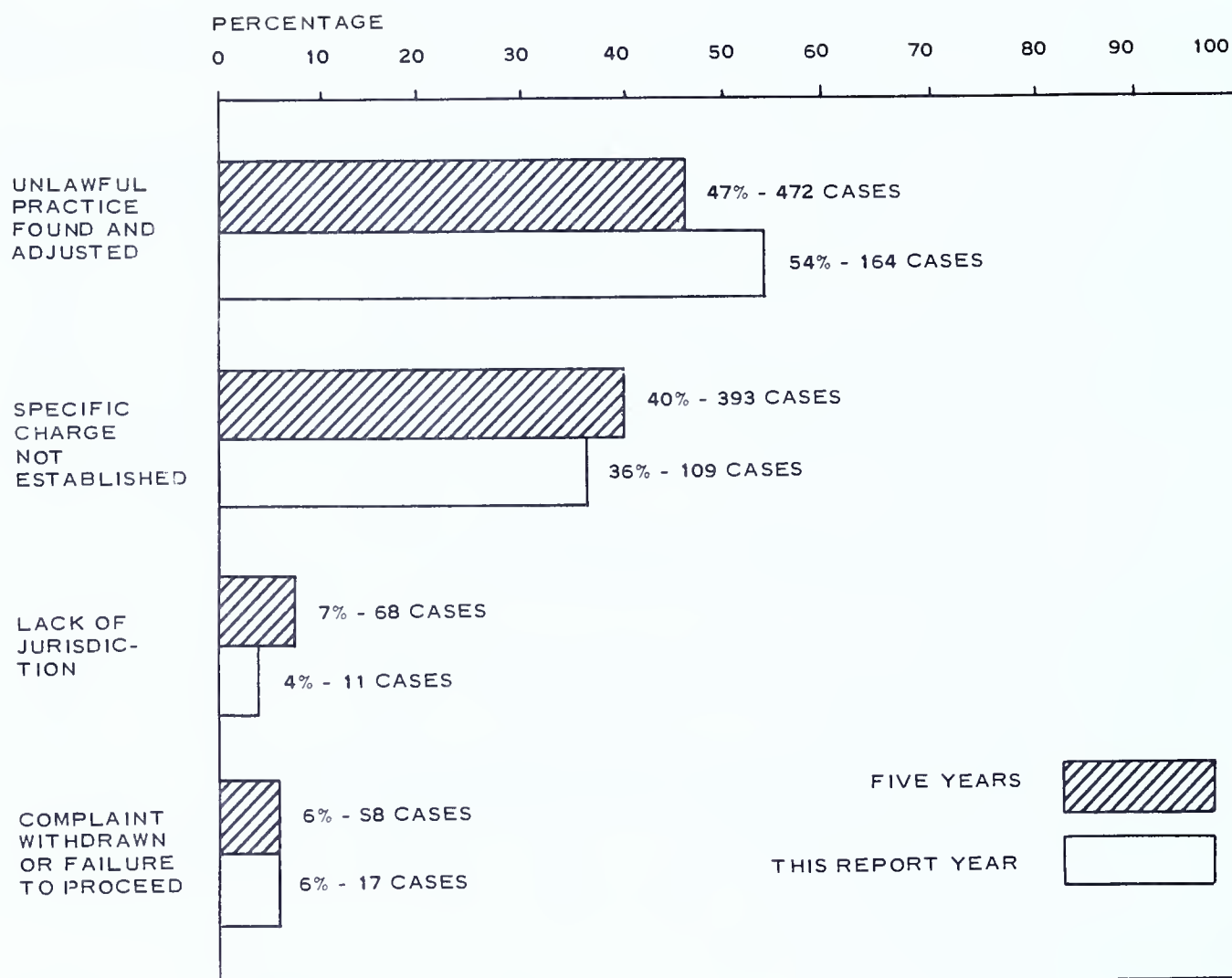
TYPE OF DISCRIMINATION

Specific types of discrimination charged were as follows:

<u>Employers</u>	<u>Current Report Year</u>		<u>Five Years</u>	
	<u>Number</u>	<u>Per Cent</u>	<u>Number</u>	<u>Per Cent</u>
Refusal to hire	65	43%	299	38%
Dismissal	28	18%	151	19%
Conditions of work	23	15%	146	18%
Unlawful pre-employment inquiry	24	16%	131	17%
Unlawful job order	12	8%	59	8%
Total	<u>152</u>	<u>100%</u>	<u>786</u>	<u>100%</u>
<u>Employment Agencies</u>				
Refusal to serve	4	24%	6	6%
Refusal to refer	12	70%	74	79%
Illegal inquiry	1	6%	14	15%
Total	<u>17</u>	<u>100%</u>	<u>94</u>	<u>100%</u>
<u>Labor Unions</u>				
Membership restrictions	0	0	6	19%
Other	5	100%	25	81%
Total	<u>5</u>	<u>100%</u>	<u>31</u>	<u>100%</u>
<u>Advertising</u>				
Newspapers	6	40%	82	60%
Advertisers	9	60%	56	40%
Total	<u>15</u>	<u>100%</u>	<u>138</u>	<u>100%</u>

The Commission completed action on 991 cases during its five years of operation, including 301 during the period from March 1, 1960 to March 1, 1961. The basis on which cases were closed is shown in the following graph:

DISPOSITION OF CASES



Voluntary adjustments during this report year were made by respondents in 8 cases in which the specific charge was not established or the Commission lacked jurisdiction.

Cases under investigation or pending Commission action as of March 1, 1961 numbered 65. This was the smallest number carried over for any report year and indicates the extent to which additional staff has made possible a more rapid processing of cases.

Success in adjusting an individual complaint of discrimination in employment affects the hiring pattern of both the respondent firm and the community of which it is a part. Reviews made six months or a year later have shown that these changes in employment patterns frequently result in the hiring of additional members of the minority group from which the original complaint came. An outstanding example of this can be seen in a community in which Negro females had been denied placement as power sewing machine operators in garment plants. Two years after a successful case adjustment, a follow-up survey revealed more than 20 Negro women employed as machine operators.

EDUCATION

COMMUNITY ORGANIZATION

The Commission's program of community assistance was highlighted during the past year by creation of an advisory council in McKeesport and successful activities in Chester and Johnstown, the other two cities in which citizen groups are assisting the Commission with efforts to broaden job opportunities for all persons in the community, regardless of race, color, religion, ancestry, age or national origin.

Johnstown

The Johnstown Advisory Council conducted two surveys of special interest during the past year. One, a study of the grades of Negro members of the graduating classes at Johnstown High School during the past five years, showed that the Council's motivational program has helped to raise the final grade averages of the minority group youngsters. In 1960, for the first time, the number of students with A and B averages outnumbered those with C and D averages. The second study, a survey of the employment practices of downtown employers, revealed that Negroes had made significant advances during the past four years in securing jobs previously closed to them. A program of counseling Negro young people in proper job application procedures also was carried out.

Members of the Council were Rabbi Leo J. Stillpass, Chairman, and Edward Austin, Harvey V. Bowers, Charles E. Boyer, Michael Chamlok, W. Louis Coppersmith, Mrs. Catherine Devorick, Dr. B. K. Johnson, Mrs. R. Brett Kranich, Richard Mayer, Rev. Harold L. Rowe, Rev. Philip P. Saylor, Honorable David C. Wolfe and Rev. James N. Zeigler.

Staff assistance was provided by Field Representative, Mr. John W. Flamer.

Chester

The Chester Advisory Council, through its program of pre-employment counseling and office practice, helped more than a dozen Negro members of the 1960 graduating class to obtain secretarial jobs in business and industry, sometimes in jobs never held before by non-white persons. The Council motivated 128 minority group men and women to file for civil service examinations, encouraged 168 young people and adults to register at the Chester Office of the Pennsylvania State Employment Service, and provided counseling to assist 11 minority group youngsters to attend evening business schools. More than 6,800 young people and adults were reached through job work shops (8), career conferences (3) and other meetings.

Members of the Council were Dr. Nathan V. Plafker, Chairman, and Mrs. Gladys Austin, Dr. Monroe C. Beardsley, Louis G. Brown, Philip E. Coleman, Kenneth S. Dale, J. Wayne Hamilton, Rev. F. Donald Jones, Robert E. Keighton, Mrs. Herbert C. Lester, Jack Mullen, George Raymond, Rev. Robert F. Ryan, and Rabbi Ira Sud (resigned).

Staff assistance was provided by Field Representative, Mr. W. Norman Watts.

McKeesport

Eight men named in November to serve on the McKeesport Advisory Council were Rev. J. Harold Hayes, Dr. A. R. Henderson, Mr. Peter Jackson, Rev. Leo A. McCrory, Howard C. McElroy, Rabbi Edmund Neiss, Joseph Odorcich and Rev. Bruce W. Thieleman. The first meetings of the Council were devoted to a review of existing employment practices in the community.

Staff assistance was given to the Council by Field Representative, Mr. Dale F. J. Walker.

Activities in Other Communities

Commission staff members also gave help of a more limited nature to local groups in a number of other communities and made surveys of minority-group manpower resources in still other areas. These surveys are used to guide the Commission in starting new community projects or in lending assistance to local groups trying to broaden employment opportunities for minority groups.

Consultative assistance was given by the Commission during the past year in Allentown -- counseling new employes and orienting new supervisors of Western Electric Company; in Media -- cooperation with the Human Relations Council in youth motivation; in Reading -- cooperation with Western Electric Company in a program to broaden its employe recruiting base; in Scranton -- aid to groups planning youth conferences and job work shows; in Wilkes-Barre -- technical aid to Wyoming Valley Brotherhood Council in projects designed to widen job opportunities for minority group youngsters.

Manpower resources were surveyed during the past year in Aliquippa, Carlisle, Clairton, Coatesville, Farrell-Sharon, Harrisburg, McKeesport, New Castle, Reading, Uniontown and Washington. These included surveys of selected employer's employment policies and practices and minority-group potential in the secondary schools.

SURVEY OF AIRLINES INDUSTRY

The Commission conducted an extensive survey of airlines industry employment practices in Pennsylvania's two largest cities. The survey revealed that there were no Negroes among the 823 sales department employes of airlines in Pittsburgh and Philadelphia, and that 62 of the 69 Negroes employed among 1,026 operations department employes were members of two all-Negro porter units. The Commission then called a conference which was attended by officials of 11 airlines operating in Pennsylvania and discussed with them the findings of the survey. The Commission plans to review the situation periodically to determine the degree of change in the employment pattern of this important segment of the transportation industry.

DEPARTMENT OF PUBLIC INSTRUCTION

An accelerated program of cooperative projects with the Department of Public Instruction was carried out during the past year, largely because the Commission was able to fill the vacant position of Director of Education.

Counselor Training

One of these projects was the setting up of a school counselor training program for counties in which the non-white population is 3 per cent or more. Demonstrations of minority-group guidance problems were held in seven counties and scheduled for future dates in others. Similar programs also were given at two counselor training institutes held under the National Defense Education Act. In these demonstrations the participants personally acted out the problem occurring in actual employment situations involving minority-group persons.

An article concerning this program will appear in the "Journal of Intergroup Relations" of the National Association of Intergroup Relations Officials.

Pioneer Pamphlet

The Commission and the Department of Public Instruction's Bureau of Special Services for Pupils cooperated in a project to compile information and take pictures of "pioneers" -- Negroes successfully employed in non-traditional jobs in Pennsylvania. From leads supplied by more than 100 groups contacted, a total of 57 persons were selected for interviews and photographs. These men and women worked in a sample of the 48 standard occupations in which the largest numbers of Pennsylvanians are employed and represent 26 different communities.

Thirty-six photo-sketches of these "pioneers" were used in publishing a motivational booklet entitled "Employment at Your Highest Skill." Some 13,000 copies are being mailed to school officials and counselors, Negro ministers and other persons involved in counseling minority-group youngsters.

Two of the state's Negro newspapers, -- The Pittsburgh Courier and The Philadelphia Independent -- began using these photo-sketches for a series of articles entitled "They Prepared."

Teaching Guide

The Commission, through representation on the Human Relations Committee of the Department of Public Instruction, helped to draft a teaching guide for intergroup relations education in Pennsylvania's primary and secondary schools.

Films

The Department of Public Instruction agreed to include three films suggested by FEPC in its catalog of films recommended for school use. They are the Commission's own film "The FEPC Law and You," the United Steelworkers human relations film "Burden of Truth" and the Urban League movie on vocational guidance "A Morning for Jimmy." The latter film also was added to the group of films which the Commission lends to interested organizations throughout Pennsylvania without charge.

DPI-FEPC promotion of "Burden of Truth" during this report year resulted in showings at 63 schools to 9,888 students. The Commission's own films were shown on 64 occasions to a total audience of 3,135.

Governor's Committee on Education

Testimony based on the Commission's experience with minority-group workers was presented to four task forces of the Governor's Committee on Education. The four task forces were Guidance and Counseling, Teacher Education, Curriculum and School Administration. The FEPC material was evaluated as "excellent" by the State Superintendent of Public Instruction and the Director of Vocational Services of the National Urban League.

DISPLAYS

Four new display units -- one each directed toward employers, labor unions, minority-group members and the general public -- were constructed during the past year and put into service just before the close of this report period. Other displays were exhibited during the year at career conferences in schools and community centers, at conventions of statewide organizations and in connection with local meetings at which Commission representatives spoke.

SPEAKING ENGAGEMENTS

A total of more than 13,500 Pennsylvanians were in audiences that heard talks by FEPC representatives during this report year. The total for five years is in excess of 55,000. These talks were given before the following types of groups:

<u>Type of Organization</u>	<u>Number of Meetings</u>	
	<u>Current Report Year</u>	<u>Total for Five Years</u>
Employer group	8	53
Employment agency group	1	33
Labor organization	6	28
Governmental agency	2	75
Press, radio and television	9	21
Church group	11	81
School and college groups	19	127
Service clubs and fraternal groups	11	71
Civic and community groups	21	256
Total	<u>88</u>	<u>745</u>

KEEPING THE PUBLIC INFORMED

Officials of business, labor, church and civic groups throughout the state were kept informed of Commission activities by means of an information letter. The general public was reached through car cards placed in streetcars and buses, and through news releases concerning FEPC projects and achievements. The press gave good coverage to these reports of Commission activities and accomplishments.

In Johnstown, two television stations telecast the film "The New Girl," and a radio station cooperated with the FEPC Advisory Council by carrying a series of interviews with Council members concerning the work of the group. Radio stations in Chester also assisted in publicizing the work of the FEPC Advisory Council in that city.

RECOMMENDATIONS AND GOALS

The overall goal of the Commission is to provide people in this Commonwealth with equal access to public accommodations, employment, housing and educational opportunities, without regard to race, religion, national origin or age.

In the past five years, unmistakable progress has been made toward eliminating discrimination in employment, particularly with respect to initial hiring practices. In the next five years, however, it will be the objective of the Commission to achieve even greater gains in respect to job upgrading and promotion for persons of minority status. Arbitrary limits still appear to be imposed which exclude Negroes, in particular, from supervisory and administrative levels of employment. These conditions will be corrected to provide equal recognition to all workers at all stages of the employment process.

There is realization that employers, in increasing numbers, are accepting people on the basis of ability. However, there is an educational lag in the minority group community, resulting in failure in some instances to qualify for the employment opportunities arising from the above development. Therefore, the Commission will intensify its programs to motivate job applicants to seek employment at their highest skills and take full advantage of educational and job training opportunities.

The provisions contained in civil rights laws enacted by the General Assembly this year call for an end to the denial of equal housing, public accommodations and educational opportunities because of discrimination. It is the purpose of the Commission to bring about the complete implementation of these rights for everyone. Provided an adequate budget is granted, personnel and program will be expanded to provide the necessary service. Furthermore, the Commission intends to encourage minority group citizens to exercise fully both their rights and responsibilities to live as first class citizens, because equality of opportunity in employment, housing, public accommodations and education, is meaningless unless these opportunities are utilized consistently.

Several recommendations made previously to the Legislature had not been acted upon as of March 1, and the Commission proposes that appropriate legislative action be taken on them. The following are the amendments to the Human Relations Law recommended for adoption:

- (a) Re-define "employer" to include any person employing one or more persons and any religious, fraternal, charitable or sectarian organization which is supported, in whole or in part, by governmental appropriations or funds;
- (b) Re-define "employee" to include agricultural workers;
- (c) Re-define "age" to make it clear that the word "person" in the definition refers only to individuals.
- (d) Show that bona fide retirement, pension and group insurance plans are exempted only from the age provisions of the Act; and
- (e) Permit an individual seeking employment to state his age.

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SIXTH ANNUAL REPORT

March 1, 1962

PENNSYLVANIA HUMAN RELATIONS COMMISSION

(Formerly the Pennsylvania
Fair Employment Practice Commission)



Commonwealth of Pennsylvania
David L. Lawrence, Governor

Department of Labor and Industry
A. Allen Sulcove, Secretary

Pennsylvania Human Relations Commission
Harry Boyer, Chairman

CHAIRMAN
HARRY BOYER

COMMISSIONERS



COMMONWEALTH OF PENNSYLVANIA
DEPARTMENT OF LABOR AND INDUSTRY
HUMAN RELATIONS COMMISSION
HARRISBURG

REV. JAMES B. CAYCE
SAMUEL H. DAROFF
A. LEON HIGGINBOTHAM, JR., ESQ.
MATTHEW H. MCCLOSKEY III
EDWARD G. PETRILLO, ESQ.
DR. JESSE D. REBER
MRS. FLORENCE S. REIZENSTEIN
JOSEPH X. YAFFE, ESQ.

Honorable David L. Lawrence
Governor

Honorable Members
of the General Assembly

Sirs:

I have the honor to submit to you the Sixth Annual Report of the Pennsylvania Human Relations Commission, formerly the Pennsylvania Fair Employment Practice Commission.

This report covers the work of the Commission from March 1, 1961 through February 28, 1962, and includes the historic period in which the protection of Pennsylvania's anti-discrimination legislation was extended to the areas of housing, public accommodations and education, in addition to employment.

Progress in eliminating discrimination in these new areas, as well as in employment, is outlined in this report.

Our report is issued in accordance with Section 7 of P.L. 744 of 1955, as amended by P.L. 47 of 1961.

Respectfully,

A handwritten signature in cursive script that reads "Harry Boyer".

HARRY BOYER
Chairman

SUMMARY OF ACTIVITY

The challenge that faced the Pennsylvania Human Relations Commission at the start of its current report year was the effective administration and enforcement of new legislation aimed at discrimination in housing, public accommodations and higher education -- without sacrificing the calibre of its ongoing program to eliminate discrimination in employment in Pennsylvania.

The Commission believes it has met this initial challenge. The Commission has done these things:

- Adopted new regulations and operating procedures to cover the new areas of jurisdiction
- Set up two new divisions: Housing and Research, appointed a Director of Housing and a Director of Research, and established a regional office for Central Pennsylvania
- Printed the new laws it administers, the revised regulations and new posting notices
- Distributed official material to the housing industry and to other persons and organizations affected by the new laws
- Processed complaints in housing (56) and public accommodations (50) while handling more employment cases than in the previous year (206 compared to 189)
- Accelerated ongoing educational programs in the field of employment
- Begun educational programs in housing and public accommodations, including (1) popular pamphlets summarizing the new laws, (2) discussion programs for white residents on "What Will You Say about Having Negro Neighbors" and (3) special projects in housing such as making 20 tenant-interviews for the worried owner of a large apartment project which had received its first Negro tenant, or mobilizing forces for law, order and goodwill behind a Negro family that moved into a new home in a previously all-white neighborhood.

The Commission gives high tribute to the Governor for the issuance December 24, 1961 of a Governor's Code of Fair Practices. The Code requires that all departments of government and agencies therein shall work closely with the Commission to fully implement the non-discrimination provisions of the Code.

COMPLIANCE

Complaints arising in all areas of the Commission's jurisdiction are handled by the Compliance Division. A total of 312 cases were docketed in the current report year. These were based on charges of discrimination in employment, housing and public accommodations. There were no complaints filed under the Fair Educational Opportunities Law.

During its previous five years of operation the Commission docketed 1,056 employment cases, making a total of 1,368 cases received through February 28, 1962.

The basis of complaints received during the current report year and in six years of operation is shown in graphs on the following pages.

Complaints may be filed by (1) an individual who believes that his rights have been violated, (2) the Commission itself, (3) the Attorney General of Pennsylvania, or (4) an employer whose employees hinder or threaten to hinder compliance with the Law.

Through February 28, 1962, all complaints were filed by individuals or the Commission. The initiation of cases docketed during the current report year is shown in the following chart:

<u>Type of Case</u>	<u>By Individual</u>	<u>By Commission</u>	<u>Total</u>
Employment	164	42	206
Housing	49	7	56
Public Accommodations	44	6	50
	—	—	—
Total	257	55	312

BASIS OF CASES DOCKETED IN CURRENT REPORT YEAR

TOTAL
CASES
242

TOTAL CASES DOCKETED = 312

AREAS OF JURISDICTION:

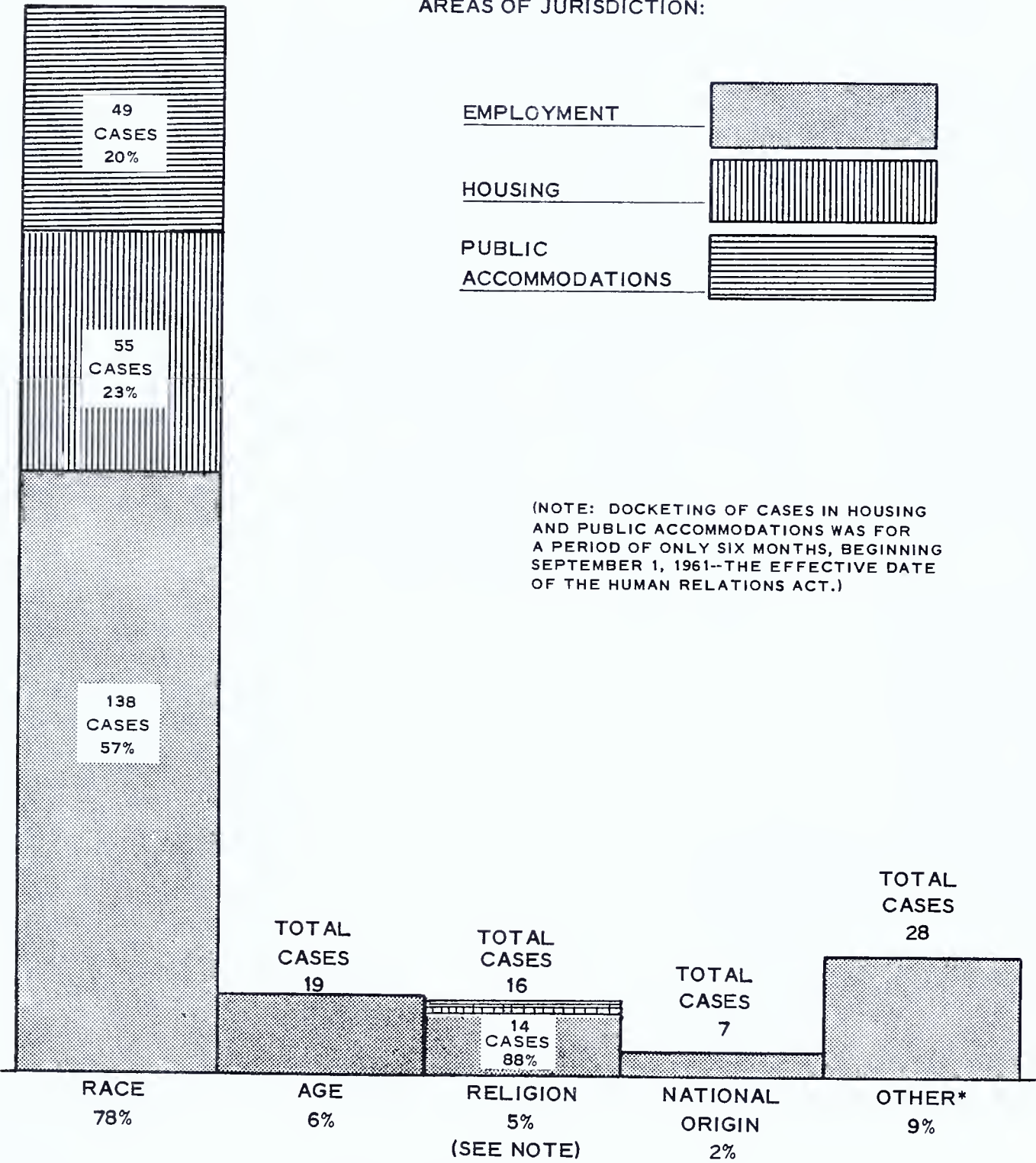
EMPLOYMENT

HOUSING

PUBLIC
ACCOMMODATIONS



(NOTE: DOCKETING OF CASES IN HOUSING AND PUBLIC ACCOMMODATIONS WAS FOR A PERIOD OF ONLY SIX MONTHS, BEGINNING SEPTEMBER 1, 1961--THE EFFECTIVE DATE OF THE HUMAN RELATIONS ACT.)



(NOTE: TOTAL CASES BASED ON RELIGION INCLUDED ONE CASE (6%) EACH IN THE AREAS OF HOUSING AND PUBLIC ACCOMMODATIONS.)

* PRINCIPALLY CASES INVOLVING UNLAWFUL JOB APPLICATION FORMS AND EMPLOYMENT ADVERTISEMENTS.

BASIS OF CASES DOCKETED IN SIX YEARS

TOTAL
CASES
752

TOTAL CASES DOCKETED = 1368

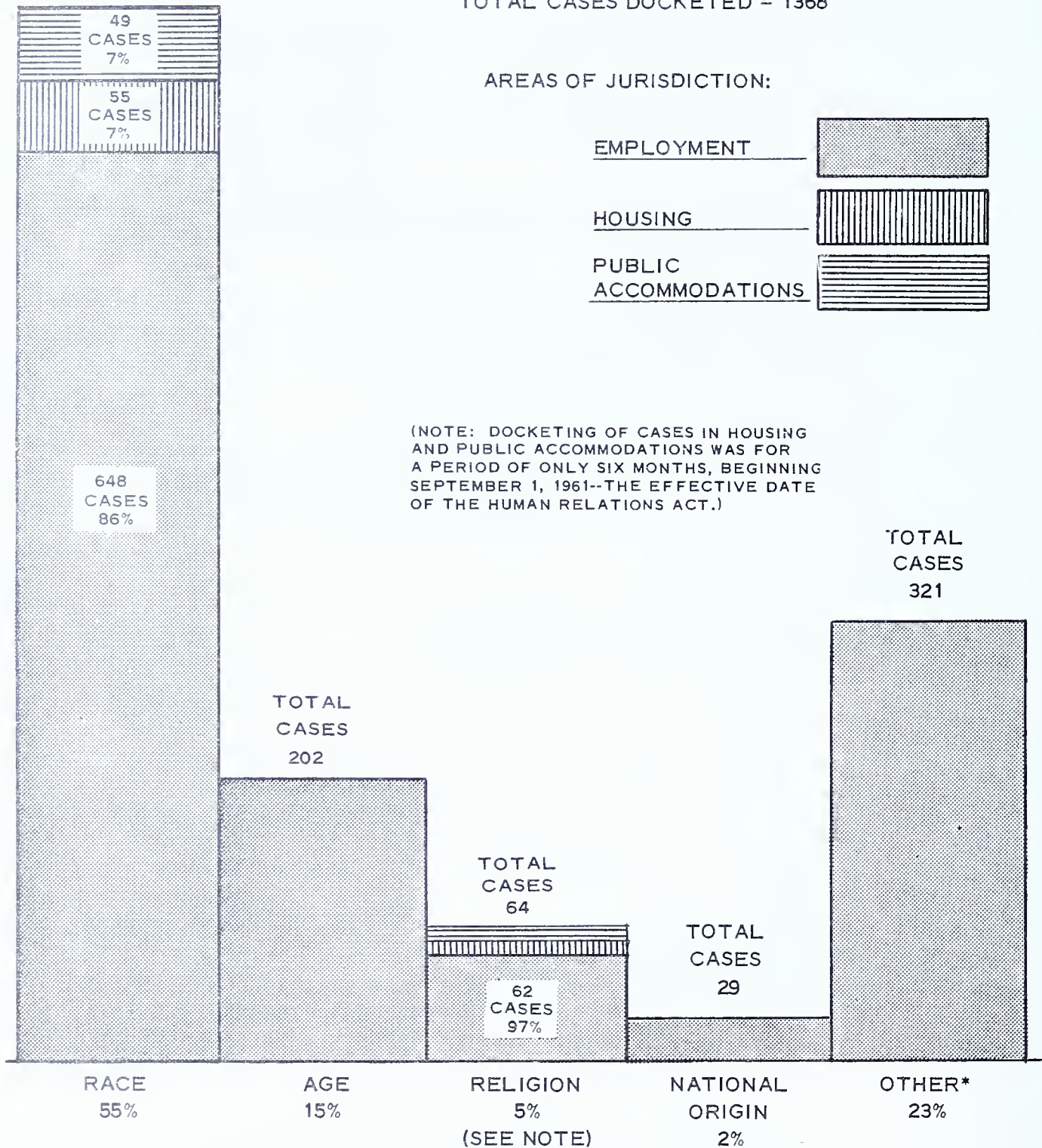
AREAS OF JURISDICTION:

EMPLOYMENT

HOUSING

PUBLIC
ACCOMMODATIONS

(NOTE: DOCKETING OF CASES IN HOUSING
AND PUBLIC ACCOMMODATIONS WAS FOR
A PERIOD OF ONLY SIX MONTHS, BEGINNING
SEPTEMBER 1, 1961--THE EFFECTIVE DATE
OF THE HUMAN RELATIONS ACT.)



(NOTE: TOTAL CASES BASED ON RELIGION INCLUDED ONE CASE (1.5%)
EACH IN THE AREAS OF HOUSING AND PUBLIC ACCOMMODATIONS.)

* PRINCIPALLY CASES INVOLVING UNLAWFUL JOB APPLICATION FORMS AND
EMPLOYMENT ADVERTISEMENTS.

Types of respondents are shown in the following chart:

<u>Respondent</u>	<u>Current Year</u>	<u>Six Years</u>
EMPLOYMENT		
Employer	180	1,003
Employment Agency	14	126
Union	7	38
Newspaper	5	89
Other	0	6
Sub-total	<u>206</u>	<u>1,262</u>
HOUSING		
Owner	22	22
Builder	5	5
Real Estate Agent	23	23
Mortgagee or Lender	0	0
Abettor (See note below)	4	4
Newspaper	2	2
Other	0	0
Sub-total	<u>56</u>	<u>56</u>
PUBLIC ACCOMMODATIONS		
Hotels, Motels	13	13
Eating, Drinking Places	13	13
Retail Stores	1	1
Recreation, Amusement	17	17
Personal Services*	4	4
Resorts, Lodges	1	1
Abettor (See Note below)	0	0
Other	1	1
Sub-total	<u>50</u>	<u>50</u>

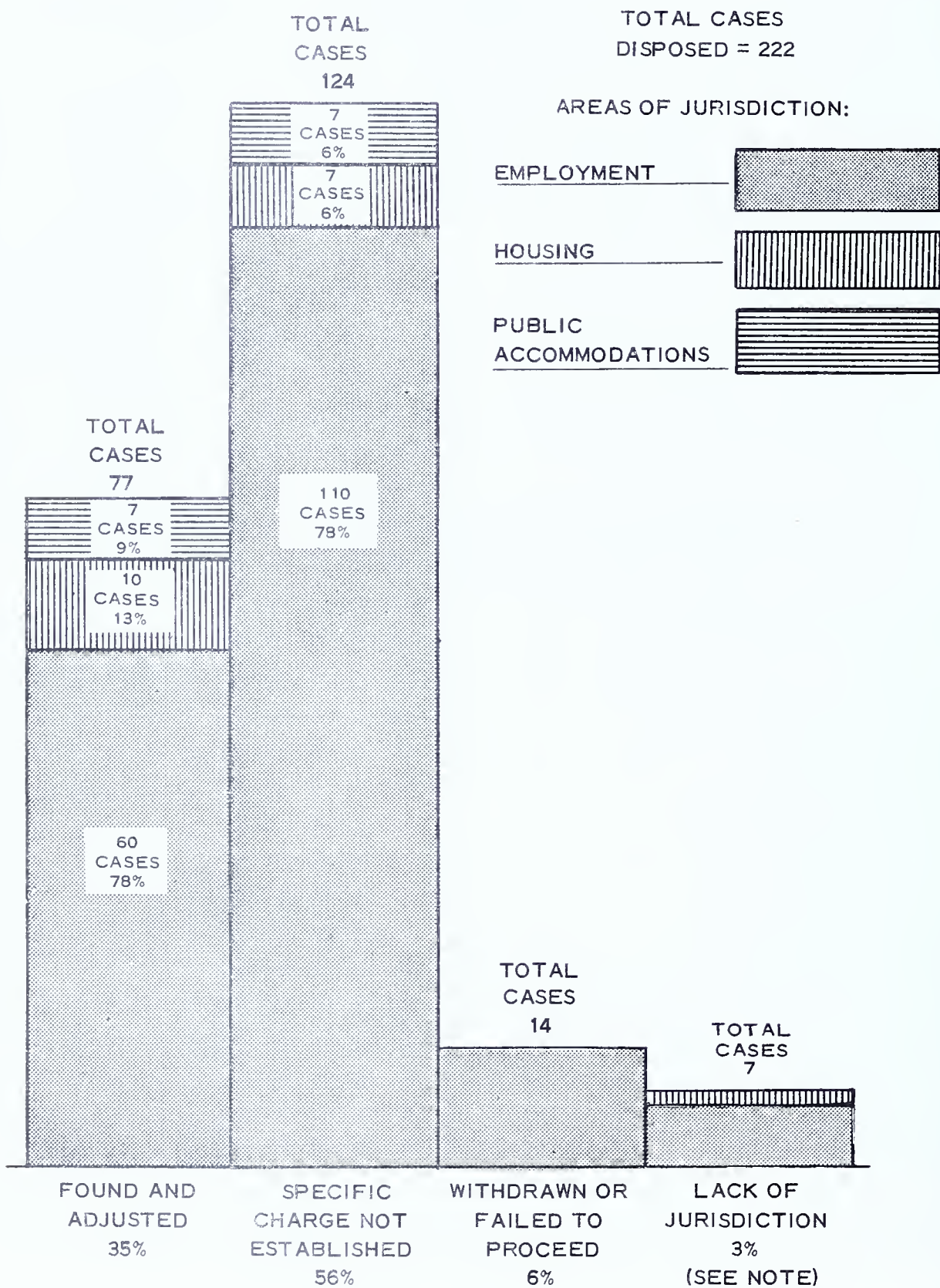
*Barber Shops, Beauty Salons, Health Centers, etc.

(Note: It is an unlawful discriminatory practice for any person to aid, abet, incite, compel or coerce the doing of any act which is contrary to the Human Relations Act, or to obstruct or prevent any person from complying with the provisions of the Act.)

The Commission completed action on 222 cases during the current report year, making a total of 1,213 cases closed during the Commission's six years of operation. The basis on which these cases were closed in the current report year and in the six-year period is shown in graphs on the following pages.

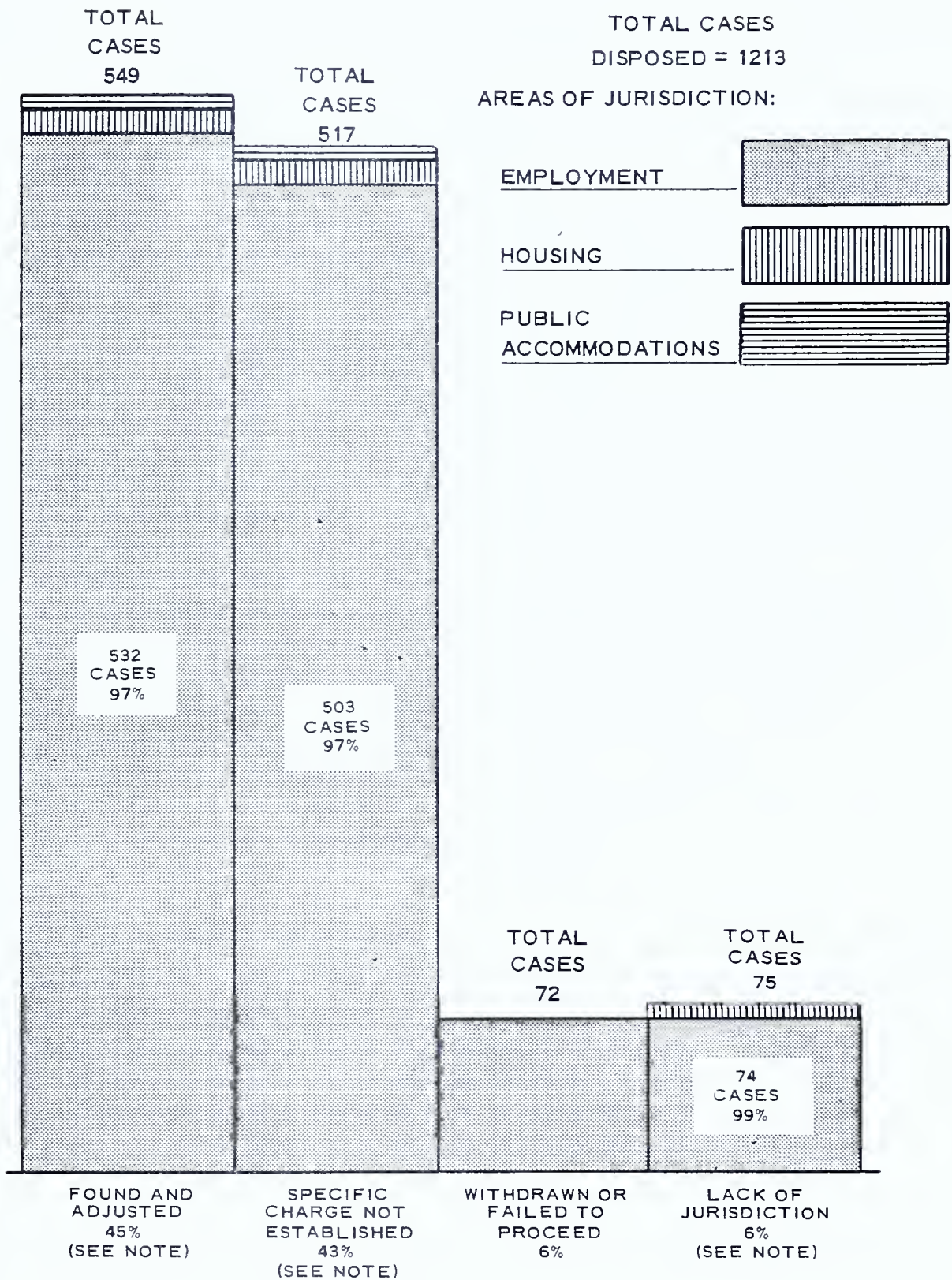
Cases under investigation or in which an adjustment was pending as of February 28, 1962 are as follows: Employment -- 81; Housing -- 38; Public Accommodations -- 36; Total -- 155.

DISPOSITION OF CASES IN CURRENT REPORT YEAR



(NOTE: TOTAL CASES DISPOSED FOR LACK OF JURISDICTION INCLUDED ONE CASE IN THE AREA OF HOUSING.)

DISPOSITION OF CASES IN SIX YEARS



(NOTE: TOTAL CASES FOUND AND ADJUSTED INCLUDED 10 CASES (2%) IN HOUSING AND 7 CASES (1%) IN PUBLIC ACCOMMODATIONS; TOTAL CASES IN WHICH THE SPECIFIC CHARGE WAS NOT ESTABLISHED INCLUDED 7 CASES (1.5%) IN HOUSING AND 7 CASES (1.5%) IN PUBLIC ACCOMMODATIONS; TOTAL CASES DISPOSED FOR LACK OF JURISDICTION INCLUDED ONE CASE (1%) IN HOUSING.)

PROGRESS THROUGH COMPLIANCE ACTIVITY

Although the fair housing and public accommodations provisions of the Human Relations Act were in effect for only six months of the current report year, and the number of cases closed as of February 28, 1962 was small, the effectiveness of this law in eliminating discrimination is apparent in a number of cases, among which were the following:

Housing

Negroes rented apartments for the first time in apartment buildings and in areas from which they previously were barred.

A Negro family which bought a home in a previously all-white suburb was assisted in securing police protection and in getting milk delivery from a dairy which had been pressured by neighbors into refusing service.

Real Estate firms which marked records of Negro applicants and others which refused to offer housing in "white" areas to Negroes agreed to cease such practices.

Threatened harassment of a property owner if he sold a house to Negroes or to members of other minority groups was eliminated through Commission action.

Public Accommodations

As a result of Commission action Negroes were admitted and served for the first time in restaurants, dairy stores, taverns and barber shops, in various communities of the state.

Employment

The Commission held its first public hearing after conference and persuasion failed to adjust the complaint of Mrs. Rita A. Rolter of Monroeville against the Harding-Williams Eastern Corp. of Chicago. Mrs. Rolter, who is Jewish, had charged the company with dismissing her from her job because of her religion. After a full day's hearing, an offer of settlement was accepted by the Commission, providing for the payment of \$2,000 to Mrs. Rolter and submission of a statement of policy on hiring by the company.

In another case, an order for a public hearing resulted in a settlement of the matter prior to the date of the public hearing. The case involved a Negro young woman who was refused a clerical job in a bank because of her color. A cash payment of \$175 for loss of earnings was made to the complainant, who had accepted other employment during the interim, and did not then desire employment at the bank.

Cash payments of \$203 and \$237 also were made in two similar cases. One of these cases was filed by a Negro woman who charged racial discrimination in being refused a clerical job because of her color. The other involved a 50-year-old white woman who complained that she was refused a clerical job because of her age.

In another case, the Commission secured the reinstatement of a 50-year-old woman who charged that she was dismissed from her job as a sales clerk in a department store because of her age.

Employment practices of a large distillery were changed to give Negroes a chance for promotion to skilled jobs.

A Negro bricklayer refused a job on a construction project was hired as a result of Commission action.

A number of Negroes - both men and women - were hired for the first time in sales clerk positions in variety stores and department stores, both downtown and suburban.

When the Commission found the notation "age against him" on the employment records of a 42-year-old white laborer, it secured an offer of employment for him.

The Commission also secured reinstatement of a Negro practical nurse who charged dismissal from a convalescent home because of her color, eliminated segregated locker rooms in a manufacturing plant, and required an out-of-state training school to accept two Negroes who had been refused enrollment because of their color.

INFORMING THE PUBLIC

During the current report year copies of the new Human Relations Act, the Fair Educational Opportunities Act and the Commission's revised regulations were printed and distributed to inform the public, including those covered by each law, of their rights and responsibilities under these laws. The Human Relations Act, approved February 28, 1961, became effective September 1, 1961. It extended the jurisdiction of the Commission to the areas of housing and public accommodations. The Fair Educational Opportunities Act was approved July 17, 1961 and went into effect on September 15, 1961. This Act extended the jurisdiction of the Commission to the area of discrimination in colleges, universities and professional schools and in secretarial, business, vocational and trade schools.

Fair Housing

To inform the public and to promote compliance with the fair housing provisions of the law, the Commission distributed official material to news media, civic groups and key groups within the housing industry.

A set of official material including the law, regulations and housing poster was sent to each of the 13,000 licensed real estate brokers in Pennsylvania. The mailing labels required for this distribution were provided to the Commission by the State Real Estate Commission in the Department of Public Instruction.

Through the cooperation of officials of state organizations in each field, material on fair housing also was mailed to all local units of the Pennsylvania Realtors Association and the Pennsylvania Home Builders Association, and to local financial institutions engaged in the mortgage business, including members of the Pennsylvania Savings and Loan Association.

A feature article on the fair housing provisions of the new law appeared in the May 1961 issue of "THE REALTOR" published by the Philadelphia Board of Realtors.

Official information also was sent to all title insurance companies serving Pennsylvania, setting forth the obligations of such firms under the regulations of the Commission.

A popular pamphlet, "Fair Housing Rights in Pennsylvania," was prepared and distributed to promote greater understanding of the law.

One of the five television spot announcements distributed by the Commission to all television stations in the state shows a racially integrated community in Pennsylvania.

To create a climate in which housing changes could take place with a minimum of misunderstanding or friction, the Commission offered free speakers to any organization wishing to learn more about fair housing practices, loaned films and filmstrips on housing and promoted a discussion program among majority group audiences entitled "What Will You Say about Having Negro Neighbors?"

Public Accommodations

The Commission prepared and distributed an official poster, entitled "THIS IS A PLACE OF PUBLIC ACCOMMODATION," giving provisions of the law which forbids discrimination in places open to the public, including hotels and motels, eating and drinking places, retail stores, recreation and amusement places and barber shops and beauty parlors.

In addition to providing material to news media and civic groups, the cooperation of the Pennsylvania Restaurant Association, the Pennsylvania Hotel Association, the Pennsylvania Motel Association and the Pennsylvania Mobilhome Association was enlisted to secure a widespread distribution of official information to member establishments throughout the Commonwealth.

This cooperative spirit also resulted in the publishing of two articles on Commission program in the Pennsylvania Restaurant Journal and an invitation to the Commission to provide the guest speaker for a statewide meeting of the Mobilhome Association.

Because of the large number of business establishments covered by the Human Relations Act, the Commission established a system of priorities for assigning staff members to make educational visits to places of public accommodation. These priorities were designed to concentrate staff activity in communities with large minority group populations, and in locations identified as troublespots by state officials of civil rights organizations.

The Commission prepared and distributed a popular pamphlet entitled "Equal Service." As in other program areas, the Commission offered speakers to organizations interested in learning more about the public accommodations provisions of the law.

Fair Educational Opportunities

Following the printing of the Fair Educational Opportunities (FEO) Act, copies were mailed to all colleges and universities in Pennsylvania and to business and vocational schools covered by the law.

Material on the FEO law also was distributed to news media and civic groups, and to employment agencies which assist educational institutions in the placement of students.

In drawing up regulations concerning the FEO law, the Commission received cooperation and valuable guidance from the Pennsylvania Association of Colleges and Universities. Various bureaus and officials of the Department of Public Instruction also cooperated with the Commission.

To begin implementation of the FEO law, the Commission issued directions to educational institutions seeking exemptions on religious grounds, and began a check of student application forms to assist schools in eliminating any unlawful questions on such forms.

The Commission also decided to ask for Legislative clarification of the question: Is a religious educational institution completely exempt from the FEO law, or only with respect to giving preference to students of its particular religious affiliation?

COMMUNITY PROGRAMS

Community Projects

Following the enlargement of its own areas of jurisdiction, the Commission revised its bylaws for advisory councils in order to permit these local citizen groups to conduct educational programs in housing and public accommodations, as well as in employment.

Advisory councils assisted the Commission with community projects in three cities during the current report year: Chester, Johnstown and McKeesport.

A summary of activity in each of these projects follows:

Chester

The Council concentrated on encouraging minority group youth to take full advantage of vocational training opportunities in Chester. One result: inclusion in the Distributive Education program of the first two Negro students. One of these students -- Miss Annie Mae Mayo -- won the regional, state and national public speaking contests of the Distributive Education Clubs of America.

Four of the Negro students in the Business Education program secured on-the-job training in secretarial work for the first time.

Sears, Roebuck and Company in Chester hired its first three Negro salesmen and a credit-receptionist.

The Council met with leaders of the Delaware County Board of Realtors regarding the responsibilities of the housing industry under the Fair Housing Law.

Members of the Council were Dr. Nathan V. Plafker, Chairman, and Mrs. Gladys Austin, Dr. Monroe C. Beardsley, Louis G. Brown, Philip E. Coleman, Kenneth S. Dale, J. Wayne Hamilton, Rev. F. Donald Jones, Rabbi Louis Kaplan, Robert E. Keighton, Mrs. Herbert C. Lester, Jack Mullen, George Raymond and Rev. Robert F. Ryan.

Johnstown

The Council helped secure the hiring and assignment of Negro women for the first time to public-serving positions in two utility firms -- General Telephone Company and Johnstown Water Company.

Meetings were held with officials of the local office of the Pennsylvania State Employment Service to increase understanding of their respective programs and services.

A comprehensive list of up-to-date films on intergroup relations was developed for program use.

The Council, in implementing its educational program in fair housing, secured representation on the Mayor's housing study group.

Members of the Council were Rev. James N. Zeigler, Chairman, who replaced Rabbi Leo J. Stillpass (Resigned), and Edward Austin, John M. R. Ayres, Harvey V. Bowers, Charles E. Boyer, Michael Chamiok (Resigned), W. Louis Coppersmith, Mrs. Catherine Devorick, Leonard Fischler, Dr. Burrell K. Johnson, Mrs. R. Brett Kranich, Mrs. Walter Leidig, Richard Mayer (Resigned), Rev. Harold L. Rowe, Rev. Philip P. Saylor, Honorable David C. Wolfe and Mrs. Ann Wright.

McKeesport

As a result of personal negotiation by members of the Council, the first Negro sales clerks in McKeesport were hired.

Constructive relationships were developed with school officials and counselors to increase participation by minority group students in school vocational guidance activities.

Negro graduates of June 1961 were visited at home for information to enable the Council's committees to help them secure employment at their highest skill.

School, Employment and Church Committees were organized to implement the work of the Council.

Members of the Council were Joseph Odorich, Chairman, and J. Paul Farrell, Mrs. Janey Garland, Rev. J. Harold Hayes, Dr. A. R. Henderson, Rev. Stanley Idzik, M. Peter Jackson, Rev. Leo A. McCrory (Resigned), Howard C. McElroy (Resigned), Rabbi Edmund Neiss, Arthur R. Rack, Mrs. Edith Scheiner and Rev. Bruce W. Thieleman.

Activities in Other Communities

Consultant Service

The Southeastern metropolitan-suburban portion of the state poses a great opportunity to advance the cause of equal opportunity for all. This challenge demands effective communication, cooperation and coordination among concerned community leadership in the area, between this leadership and its constituency, and between this citizenry and the Human Relations Commission. Therefore, the Commission has contributed consultant service to the organization and functioning of a new Human Relations Inter-County Committee of Bucks, Chester, Delaware, Montgomery and Philadelphia Counties. The delegates comprising this Inter-County Committee include representatives of all aspects of community life, including churches, schools, social agencies, employers, labor unions, intergroup agencies and the housing industry. The Committee will assist the Commission in the promotion of educational activity in this five-county section of the state.

Community Surveys

Broad community surveys to get the facts about the nature and extent of intergroup relations problems were completed in seven localities during the current report year: Aliquippa, Carlisle, Clairton, Farrell, Sharon, Uniontown and Washington.

School Surveys

A research format for comprehensive school surveys was designed by the Commission staff and used, at the request of community groups, in carrying out comprehensive school surveys in Abington, Carlisle and Reading. These surveys revealed the extent to which Negro students are utilizing their schools' educational and vocational training programs. Increased community understanding of the schools' guidance programs and problems resulted.

Later the Commission provided consultant service to joint school-community efforts to improve the employment status of minority group youth and to reduce the school drop-out rate. In Reading, the Community Race Relations Council appointed an Educational Incentive Committee to prepare and refer for employment recent high school graduates. In Carlisle, training sessions in job-getting techniques were held by the Carlisle Intercultural Council, with the result that for the first time most Negro graduates secured employment in the immediate area.

At the close of the current report year a school survey was being conducted by the Commission in the junior and senior high schools of Lancaster.

Employer Surveys

To compete effectively for employment, job-seekers need information as to the manpower demands in their area and the hiring procedures and qualifications of local firms. Employers, likewise, need a clear understanding of the Human Relations Act. For these purposes, the Commission has conducted employer surveys in selected localities. This year the staff completed and tabulated the results of such surveys in five Western Pennsylvania communities: Aliquippa, Clairton, McKeesport, New Castle and Washington.

COOPERATION WITH DEPARTMENT OF PUBLIC INSTRUCTION

"Employment at Your Highest Skill"

A motivational booklet "Employment at Your Highest Skill" was published by the Commission in May 1961, in cooperation with the Department of Public Instruction's Bureau of Special Services for Pupils. The publication pictures and describes Pennsylvania Negroes at work in 21 communities in 36 major occupations in which most Pennsylvanians work. Its purpose is to encourage minority group youth to take full advantage of their educational opportunities and to prepare for vocations without regard to their race.

Dr. Charles H. Boehm, State Superintendent of Public Instruction, mailed 6,225 copies of the pamphlet with a covering letter to every public, private and parochial junior and senior high school, college and library in Pennsylvania. The booklet also was publicized in the Newsletter of the Department of Public Instruction -- received by all school administrators -- and by the newsletter of DPI's Bureau of Special Services for Pupils -- distributed to 2,500 counselor personnel.

The Director of the Pennsylvania State Employment Service mailed quantities of the booklet to the managers of all local PSES offices for use by counselors and interviewers.

The Commission mailed more than 4,000 copies of the pamphlet to Negro ministers, civic groups and intergroup relations agencies.

The result: In nine months the Commission received 774 mail orders (403 from schools) for 108,000 copies of the booklet. Individuals secured an additional 30,000 copies through displays at schools and conferences, making a total of 149,237 copies distributed in the current report year.

Guide to Intergroup Education

The staff of the Commission, in cooperation with more than 160 educators and community leaders, were involved in the development of a "Guide to Intergroup Education in Schools," a manual designed to aid teachers and school administrators in their efforts to teach children friendly and democratic relations between persons of different races, religions, national origins and socio-economic backgrounds. The Committee on Human Relations of the Department of Public Instruction agreed to publish 50,000 copies of the Guide for distribution to every superintendent, school principal, college and interested teacher in the Commonwealth. The Guide is designed for use in every area of the curriculum and in extra-curricular activities, from kindergarten through the elementary and secondary grades.

Training Program in Minority Group Guidance

The Commission conducted its "Role-Playing Training Program in Minority-Group Guidance Programs" during the current report year for eight additional school counselor groups, totaling 221 participants. This adds up to a total of 16 groups and 557 school counselors who have received this training during the past two years.

An article describing and evaluating this program appeared in the Spring 1961 issue of "The Journal of Intergroup Relations" of the National Association of Intergroup Relations Officials.

Motivational Projects

The Commission provided photographs and articles for a motivational feature series "They Prepared" for use in two Negro weekly newspapers with extensive circulation in Eastern and Western Pennsylvania. These articles appeared during the current report year in 28 issues of THE PHILADELPHIA INDEPENDENT and in 41 issues of THE PITTSBURGH COURIER. They were concerned with Negroes in non-traditional jobs in Pennsylvania and were designed to encourage Negro youngsters to consider all vocations in choosing careers.

Two motivational displays were developed by the Commission for use in schools, community centers and libraries, especially in connection with career guidance activities for minority group youth. These units, in their first six months of availability, were displayed at 36 schools and community centers.

School Visitation Project

Secondary school officials in communities in Western Pennsylvania with sizable minority-group populations were visited by Commission staff to promote the use of the Commission's motivational displays, literature and films. The results of these visits included the scheduling of the Commission's motivational display for periods of one week each at 29 junior and senior high schools in 15 cities during the spring and fall terms.

Speaking Engagements, Film Showings

The Commission provided program assistance during the current report year to 216 organization meetings at which a total of 19,744 persons were present. A speaker was provided by the Commission for 192 of these meetings, attended by 16,889 persons. These were given before the following types of groups:

<u>Type of Organization</u>	<u>Number of Meetings</u>	
	<u>Current</u> <u>Report Year</u>	<u>Total for</u> <u>Six Years</u>
Employer group	6	59
Employment agency group	1	34
Labor organization	6	34
Housing industry group	7	7
Governmental agency	6	81
Press, radio, television	3	24
Church group	41	122
School and college group	24	151
Service club, fraternal and civic group	26	97
Community organization	39	295
Intergroup relations agencies	<u>33</u>	<u>33</u>
Total	192	937

Displays

In addition to the use of the motivational displays reported under the heading "Motivational Projects," the Commission developed four other displays targeted to different types of audiences. During the current report year these displays appeared at 25 conventions where they were viewed by more than 20,675 persons. The exhibit for community and civic groups was displayed at 6 meetings attended by 2,875 persons. The employer display was seen by 11,200 management personnel at 11 conventions. Delegates to 5 labor union conventions totaling 4,000 persons viewed the labor exhibit. The Commission's large multi-purpose display was viewed by 2,600 persons at 3 conventions.

Mass Media -- Newspapers, Television and Radio

To promote greater understanding of its program on a mass basis, the Commission produced a set of filmed spot announcements for television use and a set of recorded spot announcements for radio use.

The filmed spot announcements -- four on fair employment and one on fair housing -- were furnished to each of the 24 TV stations in Pennsylvania in November. Broadcast time for the announcements was provided by the stations as a public service. Outstanding examples of this service reported to the Commission included the following: WRCV-TV of Philadelphia used the spots on 32 occasions in November and December, donating time with a commercial value of \$7,150. KDKA-TV of Pittsburgh telecast the spots 29 times in the same two-month period, using broadcast time with a commercial value of \$4,640.

A set of the six recorded spot announcements on fair employment was distributed to each of the 150 radio stations in the state -- for use in public service time spots provided by the stations. Station KQV of Pittsburgh, for instance, reported use of the spots 18 times in May, utilizing radio time with a commercial value of \$324. Many other stations reported using the spot announcements "four or five times a day" or "every hour during our broadcast day" or "on a regular basis" for periods ranging up to several months.

News media serving the residents of Pennsylvania were kept informed of Commission activities through 27 news releases issued during the current report year. In addition, numerous requests were met for specialized reports and detailed information on various aspects of Pennsylvania's anti-discrimination program. Officials of business, labor, church and civic groups throughout the state also were furnished information for the use of their members.

HOUSING

Prior to the effective date of the Fair Housing Law, the Commission held a conference with representatives of all federal agencies involved in housing and initiated proposals for the adoption of cooperative agreements with each of these agencies.

The Commission's new Director of Housing was assigned (1) to serve as a consultant to the Director of Education in the formulation of educational programs and to the Director of Compliance in the handling of housing cases, and (2) to work with the various segments of the housing industry to help its members carry out the spirit as well as the letter of the Fair Housing Law.

The Director of Housing also assisted in the implementation of the Commission's work agreements with three federal agencies that deal with housing -- the Federal Housing Administration, the Public Housing Administration and the Veterans Administration. An agreement with a fourth agency -- the Urban Renewal Administration -- was in process of approval at the close of the current report year.

The Director of Housing also established working relationships with state agencies involved in housing and held meetings with officials and members of the private associations representing realtors, homebuilders and mortgage lenders. The Commission's General Counsel met with officials of the association representing title insurance companies.

Training sessions were conducted by the Director of Housing for staff members of the Commission to provide them with specialized information on the investigation of housing complaints, evaluation of housing tension situations and essential facts about the housing industry.

A survey of minority group housing conditions in Harrisburg was conducted by the Director of Housing for internal program use.

RESEARCH

The Commission appointed a Director of Research in order to carry out fact-finding essential both to day-to-day operations and to long-range planning of program. This service, needed as it was when fair employment was the Commission's sole responsibility, became a vital necessity when areas of jurisdiction were increased four-fold.

Among the various activities carried out by the Director of Research in the current report year were the following:

Development of new compliance forms and keys for maintaining control of cases in each field of jurisdiction.

Preparation of special statistical reports on population, housing, employment and income requested by local employers, newspapers and others.

Assistance in analyzing and preparing reports on studies made of Negro graduates of high schools with respect to scholastic achievement, labor market history and higher education.

Preparation of an analysis of budgetary allotments and program activities from 1956 to date to assist the Commission in planning for most effective use of staff and resources in the future.

COOPERATION WITH CITY COMMISSIONS

As in each year since its establishment, the Commission has enjoyed a mutually profitable relationship with the public intergroup relations agencies in the Commonwealth's three largest cities: the Philadelphia Commission on Human Relations, the Pittsburgh Commission on Human Relations and the Erie Community Relations Commission.

The Commission and each of these city agencies revised their cooperative agreements as a result of the Commission's new areas of responsibility. However, the guiding principle of each of these agreements remains the same: in areas of concurrent jurisdiction, the city agency will "carry the work load" so that the state Commission is free to provide more adequate service to residents of other areas in the state which have no local anti-discrimination laws. When the state alone has jurisdiction, it will enforce compliance in each of the three cities. In respect to consultative services and educational programming, the state and the city Commissions will cooperate to prevent duplication of effort and to achieve maximum effectiveness.

RECOMMENDATIONS

The Commission recommends legislative action to clarify the provisions of the Fair Educational Opportunities Act which relate to religious educational institutions.

To remedy what appears to be inconsistencies among Sections 2 (c), 3 (1), 4 (c) and 6 of the Act, the Commission suggests amendment of the Fair Educational Opportunities Act to provide that religious or denominational educational institutions should be exempt from the provisions of the Act only to enable them to select their students exclusively or primarily from members of such religion or denomination, and to give preference in such selection to such members, but that in such institutions students, otherwise qualified, should have equal opportunity to attend therein without discrimination because of race, color, ancestry or national origin.

The Commission also recommends that appropriate legislative action be taken on several recommendations that were made previously to the Legislature. The following are the amendments to the Human Relations Act which are recommended for adoption:

- (a) Re-define "employer" to include any person employing one or more persons and any religious, fraternal, charitable or sectarian organization which is supported, in whole or in part, by governmental appropriations or funds;
- (b) Re-define "employee" to include agricultural workers;
- (c) Re-define "age" to make it clear that the word "person" in the definition refers only to individuals;
- (d) Show that bona fide retirement, pension and group insurance plans are exempted only from the age provisions of the Act; and
- (e) Permit an individual seeking employment to state his age.

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